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Effects of Job Creation: A Study of the Net Cost, Employment Effects and Long Term Impacts of the Job Opportunities (Title X) Program
Volume Three. Long Term Impact Case Studies

Abt Associates, Inc., Cambridge, Mass.

Prepared for

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EFFECTS OF JOB CREATION

A Study of the Net Cost, Employment Effects and Long Term Impacts of the Job Opportunities (Title X) Program

Volume Three
Long Term Impact Case Studies

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CHAPTER ONE

INTRODUCTION

This volume presents part of a study of the Job Opportunities (Title X) Program conducted for the Economic Development Administration by Abt Associates Inc.

Funded under Title X of the Public Works and Economic Development Act of 1965, as amended, the Job Opportunities Program has awarded approximately $500 million in grant funds to support 2255 construction, repair, forestry service, and training projects. About $125 million was distributed to about 875 projects in June, 1975. Another $375 million was distributed in a second round to over 1375 additional projects in November-December 1975. High priority was given to projects in areas of high unemployment and to projects whose funds were to be used largely to generate employment opportunities. The projects have been sponsored by 43 Federal agencies at a total cost of about $758 million and have been intended to employ an estimated 100,000 persons.

Abt Associates' research has had three principal objectives:

1. To estimate the net cost of Title X to Federal, state, and local government. The gross costs are known. However, in order to obtain a more accurate estimate of the actual net cost of Title X to taxpayers, gross costs must be adjusted to account for direct and indirect returns to government due to increased income and sales taxes, increased excise and other taxes, increased FICA payments, reduced UI outlays, reduced transfer payments (AFDC, SSI, General Relief, Food Stamps, subsidized housing, Medicaid) and multiplier effects.

2. To assess the jobs provided under Title X, in comparison with employees' last jobs and usual occupations. Occupational analysis within a comparative context provides evidence of the relative quality of Title X employment and of relationships between Title X jobs and the careers of employees.
3. To estimate, on a case study basis, the potential long-term impacts of Title X investments in infrastructure and human capital improvements.

Volume One of the study is an Executive Summary. Volume Two presents the principal net cost and occupational findings. Volume Four includes appendices detailing the methodologies developed and applied in the study. This is Volume Three, which focuses upon the potential long-term impacts of fifty-two Title X projects upon their local areas. Chapter II summarizes the types and extent of impact observed at the fifty-two projects. It also highlights projects which appear to be particularly significant. The fifty-two case studies appear in Chapter Three, preceded by a chart which organizes and summarizes the findings of the case studies.

CHAPTER TWO

SUMMARY OF LONG-TERM IMPACTS

Background and Methodology

Fifty-two Title X projects were visited by Abt professional staff in January, 1977. The principal purpose of these visits was to assess the potential long-term impacts of the projects. This chapter generalizes from site-specific data to summarize the actual and potential impacts observed at the fifty-two projects. Further, it identifies factors which appear likely to enhance or impede the generation of long-term benefits by projects of the types funded by Title X.

The analysis presented here is based upon discussions with project administrators and local, state, or regional planners who had some contact with the project. Other individuals and groups were also contacted, varying with each project but including Councils of Government, newspaper editors, Chambers of Commerce, employment service staff, local bankers, mayors, and representatives of community and economic development groups. The perspective, information, and educated projections of these persons were combined with secondary data on local economic growth and social trends to construct a profile of each project and its potential long-term effects within its local context.

In this evaluation, long-term impact assessments were subject to several constraints. First, at the time of field visits, many projects were still operating and others had only recently completed work. Thus, impacts of any long-term nature were not yet in evidence, and the assessment relied on a series of proxy measures and interim indicators of impact. Second, the study of long-term impact was limited, by contract, to two days per project--including preparation, site visit, analysis, and report-writing. Under such a time constraint, only six to eight hours could be spent at each project. Although the selection of projects in geographic clusters helped maximize the efficiency of time spent on site, the time constraints do limit the comprehensiveness of the impact assessments. Estimates of long-term impacts, therefore, rely upon the experience and judgment of Abt staff, based upon information and perspectives which were made available to them.

The fifty-two projects were selected purposively and, thus, are not a statistically representative sample of the universe of 2255 Title X projects. The sampling frame was limited to those projects participating in the ED-110X payroll reporting process of Title X. Moreover, selection was controlled such that the fifty-two projects were located in fifteen geographic clusters of two to six projects each. This clustering permitted greater efficiency in data collection and allowed the development of a broader perspective on particular project areas.

Despite these practical limitations, the long-term impact sample represents a broad range of project types, project sizes, and labor market areas. For example, the sample includes all major Job Opportunities Program project types, as shown below:

Project Type	Number of Projects
Public Works Construction	6
Civil Works Construction	6
Forestry, Conservation and Recreation	13
Rehabilitation, Maintenance & Repair	14
Service	9
Training	3
Other	1

The above distribution is roughly similar to the distribution of the Title X universe, with construction projects slightly overrepresented, forestry and rehabilitation projects slightly underrepresented.

The projects reported on here run the gamut from building the country's first solar-heated health facility to clearing rubbish out of drainage bayous. They range in funding size from $10,000 to $937,912 and have employed anywhere from 2 to 410 workers. Thirty-four projects are new ventures; twelve projects augment existing programs; and six projects combine new and old activities. The projects are geographically distributed among sixteen states, with 50% in rural communities. Thus, while no pretense is made that the sample is representative of the universe, the sample does encompass a very broad spectrum of projects. As such, the findings in this section and in the case studies warrant careful attention.

The principal purpose of site visits was to assess each project's potential for long-term impacts. In early evaluation designs for this project, attention was focused upon evidence of long-term economic impact, which was defined to include direct improvements to or enhancement of the prospects for job and income growth in a community or local project area. Such impacts also included permanent improvements in the quality or quantity of a public service provided without commensurable reduction in disposable income. As the design progressed, it became clear that EDA was interested in a broader variety of project effects, including both economic and quasieconomic benefits of both a long-term and an immediate nature. The focus of this impact assessment was consequently broadened. Moreover, since projects were to be assessed either while still under operation or shortly after their termination, it became important to develop a series of indicators which would either show immediate impact or suggest the likelihood of long-term impact. As a result, a checklist of indicators was developed as a guide to field work and analysis. The indicators used are:

- Demand for project output
- Use of project output
- Relationship of project to area plans
- Influence on particular locational or developmental decisions
- Impact on a critical development blockage
- Leveraging of current or subsequent funds
- Influence on the development process
- Human capital development
- Short-term employee impact
- Quality of life impact
- Community satisfaction/acceptance

The demand for project output constitutes part of the community context which is necessary to determine residual impacts of a project. Knowledgeable respondents associated with each project were asked to characterize demand for the project prior to its inception; in addition, what segment of the community expressed need for the project and what priority this need took for that audience were examined.

Use of the project output refers to the continued provision of products and/or services provided by the Title X project following termination of funding. A residual or long-term impact is credited to the project if, subsequent to funding termination, the product or service continues to be provided. This could occur if the project creates new, self-sustaining businesses, leverages funds from other sources to continue a service, or creates physical structures which continue to serve the community.

Relationship to area plans was examined in light of formal and informal planning processes. Project officials and planners were queried as to the relationship of Title X project to existing and explicit planning documents (such as OEDP's or CETA plans) or generally accepted needs of the community. Project officials were asked whether the project would have been completed without Title X funds and, if it would have, how the infusion of federal monies affected their future planning objectives. The existence of a linkage between project objectives and existing plans suggests a greater likelihood of long-term impact.

Whether a project influenced a particular locational or development decision was examined in the context of existing conditions, trends, and future plans for the community. Officials were asked whether and how the project's physical or human resource outputs had influenced any specific development decisions for the future. Evidence that a Title X output contributed to attracting a new industry or embarking on a significant development project is one of the most direct interim indicators of longer term impact.

The impact of a project on a critical development blockage was assessed by determining whether the achievements of a project directly contributed to removing impediments to additional community development which could not have been achieved without the Title X funds. Again, removal of a blockage is a major early indicator of significant long-term economic impact.

Project directors and accountants were asked whether the award of Title X funds had contributed to the leveraging of additional funds. Leveraging was examined for funds which were contributed concurrently with the Title X grant from state, local, or other federal sources in order to complete the project's objectives. In addition, other monies to continue or expand upon the project which were leveraged as a result of the Title X activities were recorded.

Whether or not the project was coordinated with an area's planning process, its effect on the future development process was examined. Project officials were asked about the general effect which the Title X project had on the local or regional planning process--whether the timing, scope, or objectives of future community development plans had been impacted.

Human capital development was defined as the development of marketable skills which project participants did not have prior to the Title X project and which were in demand in the local area. Project officials were asked what type and extent of skill training was provided, how many employees received the training, and how many employees found other employment subsequent to their Title X jobs. Provision of these skills potentially improves the quality of the area's labor force, its ability to attract new industry, and the individual's ability to gain further employment.

Short-term employee impact examined the immediate benefits which project employees experienced including payroll benefits, "world of work" attitudes and habits, and training on a worker's rights and responsibilities.

The quality of life impact was a judgmental decision made by contract staff based on input from knowledgeable officials as to whether a project significantly improved the services or facilities affecting the daily lives of a community's residents or the project's target population.

Community satisfaction and acceptance was determined by examining the community reaction to a project. Newspaper and other media coverage, letters and phone calls from residents, and public mention of a project by elected officials were considered in this impact assessment.

B. General Findings

Almost by definition, all fifty-two projects have had some immediate impact, if only in that they have had positive earnings effects on those persons employed under the project. On the other hand, clear evidence of major long-term economic impact is rare. Only two projects have demonstrated conclusive evidence of significant economic impact, while six others are judged as likely to yield long-term economic returns to their areas. At the opposite extreme, twenty-four projects are extremely unlikely to have any impacts of a long-term economic nature. For the remaining twenty projects, long-term economic impact might or might not occur, but impact depends upon events and developments which have not yet occurred and are beyong the control of persons directly associated with the project.

The fact that very few projects are likely to have significant economic impact is understandable. Most projects are quite small, representing an insubstantial proportion of the local economy or the public and private investment in economic growth. Thus, long-term economic impacts are difficult to isolate and more difficult to quantify. Moreover, they are often dependent upon other decisions or development work outside the project,

Table 8.1

Summary of Findings

- Only 2 of the 52 projects have demonstrated conclusive evidence of significant economic impact; another 6 projects are judged as likely to yield long-term economic returns to their areas.
- 24 projects (46 percent of the total) are extremely unlikely to have any long-term economic impacts.
- 15 of the 52 projects (29 percent) are likely to have long-term preventive impacts which could possibly avoid significant expenditures in the future.
- Not a single project has enhanced a particular industry locational decision or directly removed a critical blockage to development.
- Five projects have conducted work which could encourage further economic development in the future.
- Title X projects have had little influence on local development or planning processes. However, 24 projects are directly or indirectly related to OEDPs or other area long range plans.
- 39 of 52 projects (75 percent) used Title X to leverage concurrent funds for other sources to support project activities. 2 projects have continued to leverage other funds to carry on project work, and 3 more projects have applied for other funds to continue project work.
- 42 of 52 projects (80 percent) had residual impacts of some kind judged to last at least one year after the conclusion of the project.
- All projects provided some degree of immediate or long-term improvement in the local quality of life, with 39 (75 percent) being judged to have longer term impact on the quality of life.
- Demand for the project was considered to be high for 26 projects, negligible for 14 projects.
- Significant human capital impacts are likely from only three projects. However, the fact that 48 percent of identified project terminees (across all 52 projects) had found work, primarily with unsubsidized private or public employers, is encouraging.
- As a program with an identity, Title X as relatively invisible.

decisions or work which had often not taken place at the time of site visits.

Consistent with this finding, the strongest proxy indicators of long-term economic impact are rarely in evidence at the sample projects. For example, not a single project has influenced a particular industry locational decision. Likewise, no project has directly removed a critical blockage to future development. Five projects, however, have conducted work which could very well encourage further development, if other decisions and complementary investments are made in the future.

Of interest is the fact that a number of projects (15 out of 52 or 29 percent) are likely to have long-term impacts of a preventive nature, impacts which in some cases could considerably reduce future expenditures. Preventive or conservational types of impact might be expected to occur frequently because a large number of projects (59 percent of the universe, 52 percent of the project sample) had objectives of repair/renovation or improvement of conservation/forestry facilities. Eight of the fifteen sample projects are drainage clearance or flood control (dam repair) activities which could prevent, or reduce the likelihood of, disasters which could cost a community many millions of dollars in damages. In addition to drainage projects, three energy conservation projects should reduce the costs of fuel for the individuals or community served. Two home winterization projects and the construction of a solar-heated building should bring energy economies of a "preventive" nature. Finally, four repair and maintenance projects are likely to have modest preventive impacts.

The effects of Title X projects on an area's development and planning process and their relationships to local development plans or OEDPs were explored during site visits. In general, it was found that the extremely short time frame allowed for the submission of Title X applications encouraged activities which responded to immediately perceived needs and which could be implemented with little or no new planning. Projects whose plans were already "on the shelf" were usually promoted. If these happened to fit within an OEDP or another long-term plan for service or development, then the projects were related to plans. Sixteen of the projects (31 percent) were directly related to prior plans; eight other projects were indirectly or inadvertently consistent with larger plans. However, the quick startup, short-term nature of the projects is probably responsible for the fact that there is little evidence of any project influencing the overall development or planning process of a local area.

Most Title X projects planned to use Title X funds to leverage concurrent funds from other sources in support of project activities. Funded applications of the 2255 Title X projects suggest a Title X/other funds ratio of about two to one, with approximately $250 million in other funds being joined with about $500 million from Title X.

It is encouraging that thirty-nine (75 percent) of the sample projects did in fact supplement Title X grants with other funds from state, local, private or other Federal sources. In total, a bit more than $10 million in Title X funds was distributed to the sample projects. More than $2.5 million was received from other sources, about half of it coming from local governments. This latter figure is probably understated, since in-kind contributions were not uniformly reported by projects. Whether these other funds would have been spent in absence of the Title X grant is problematic. Thirty-two projects report that the work would not have been done at the time if they had not received the grant. However, there is insufficient evidence to ascertain whether or not the non-Title X funds would have been spent for other purposes.

It should be noted that two of the fifty-two sample projects have continued to leverage other funds, having secured additional funding from other sources to carry on the project work after the Title X grant expires. Three more projects have applied for other funds to continue the project work.

Clearly, the extent of initial leveraging is one indication of the demand for the project and the local need for its output. Local interviews suggest further that demand was high for one-half of the projects. Either the project pursued an activity which was clearly felt to be needed, or its output was desired and used, or demand had been expressed by the activity's inclusion in a local development plan. Demand for twelve projects was judged to be moderate, with little evidence of demand being found for fourteen projects.

Despite the lack of major evidence of long-term economic impact, over 80 percent (42 of 52) of the projects will have residual impacts judged to last at least one year after the conclusion of the project. In a majority of these instances, the impacts are minor, probably not enough to justify the EDA investment on this criterion alone. However, the nature of the Title X program itself created a situation in which projects were more likely to have impacts which are not strictly describable in traditional economic terms. Title X funding was by definition a short term infusion of dollars into a community, requiring immediate application, quick startup, and short duration. The program's employment-generating goal meant that most projects were highly labor-intensive, limiting the degree to which large-scale improvements of physical infrastructure was pursued. While not many projects are likely to have solid long-term economic impacts, all are affecting their communities in other ways, as suggested by the following indicators:

- Quality of life impact
- Community satisfaction/acceptance
- Human capital development
- Short term employee impact

Every project was judged to have provided some degree of immediate or long term improvement in the local quality of life. Thirty-nine projects (75 percent) were considered to have had significant long-term impact on the quality of life. In nineteen cases, the improvement affected only a specific audience, as when elderly citizens received transportation or nurse's aide services, or when schools and playgrounds in minority neighborhoods were drained and landscaped. In twenty others, such as in the construction of a health facility or the paving of sidewalks throughout a town, the improvements affected the entire community.

When there was general awareness of the project, community acceptance and satisfaction was high. In no case was active resistance or significant skepticism of the project noted. However, identification of the project with the Title X program was quite limited. As a program with an identity, Title X was relatively invisible. In thirteen project communities, even those aware of the project did not associate it with Title X. In fact, many assumed that the project was funded under CETA.

Significant human capital improvements were notable at a few projects. Of the three training projects examined for long-term impacts, one was not judged to have imparted significant new skills which were in demand in the local area. However, several projects which did not posit training as their principal objective do, in fact, appear to have provided employees with new marketable skills. The fact that relatively few projects had significant human capital impacts is attributable largely to the principal purpose of Title X, which was to provide immediate countercyclical employment opportunities. Major training or skills upgrading on the job was subordinated to the primary employment goal.

As discussed in other portions of this study, immediate employment impact was high. At the fifty-two projects, fully 48 percent of identified project terminees had found other jobs, only 2 percent of them being subsidized employment. Noteworthy is the fact that 26 percent had jobs with private employers and another 14 percent had been hired by the Title X employer or agency.* In addition, most projects focused on instilling good work habits and attitudes which would help the employee to maintain his/her Title X job and to obtain re-employment. Most project coordinators were aware of the different needs which the hard to employ experience. Project responses to this situation included job counseling and assistance by holding seminars on Worker's Compensation, unemployment insurance and health and safety issues. Some projects simply explained the rules of employment to each worker (the number of absences, late arrivals, level of productivity expected) and, if an individual did not abide by the rules, they were fired. Still others maintained very flexible rules and were willing to give the Title X workers more leeway than regular employees.

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*See Chapter Seven of Volume II for a further examination of employment of project terminees.

Finally, despite the relative scarcity of projects which clearly will have long-term impacts, the nature and administration of Title X has had certain advantages which should not be ignored. First, the flexibility in use and accounting for Title X funds has permitted the funding of a wider range of projects than would be expected under most Federal programs. In fact, many projects completed work which they believed could not have been funded under other Federal assistance programs. Projects were generally designed to address immediate needs, and there is little doubt that almost every project was needed. Similarly, projects were often organized on the local level as separate workforces, not as temporary or Federally-supported jobs on the local payroll. Several project administrators believe that this separateness avoided the implicit stigma of a subsidized job and fostered the development of worker pride, leadership and greater productivity.

C. Factors Affecting Long-Term Impact

In the process of analyzing the 52 case studies, several variables were examined to identify relationships with the likelihood of long-term impact. Project type, urban/rural location, funding size, and whether the project was a new or ongoing venture were compared with the nature of a project's impact, the likelihood of long-term economic impact, effects on the quality of life, and the demand for a project's output. No significant relationships emerged from this analysis.

The only trend of importance becomes clear when one separates projects into two groups: construction, rehabilitation, and forestry projects versus service and training projects. This collapsing of six project types into two categories is intrinsically appealing, since most policy and program people assume that service and training projects will have distinctly different impacts from construction and repair projects. And, as has already been discussed in Volume II, the labor intensity of service and training projects funded under Title X is significantly higher than that of other projects.

Study of the 52 projects shows that service and training projects are less likely to have residual impacts lasting over one year than are construction, rehabilitation, and forestry projects. Only six of the twelve training or service projects (50 percent) have prospects for long-term impact of any kind, in comparison with thirty-six of the thirty-nine construction, rehabilitation, or forestry projects (92 percent). This finding is hardly unexpected, since the latter projects usually built or improved a physical product which had lasting value to the community. In contrast, the former projects provided services which often could not be continued in the absence of project funds.

A related finding is that service and training projects were often perceived as having a high impact on the quality of life of a community or specific group. Eleven of twelve projects (92%) were so judged, in contrast to twenty-seven of the thirty-nine construction, rehabilitation, or forestry projects (69%). This, too, is not counterintuitive, since the former projects had goals which were more explicitly related to quality of life.

Clearly, 52 projects is a small sample and, by virtue of the selection procedure, these findings cannot be generalized to all Title X projects. However, the absence of strong relationships between long-term impact and such factors as urban/rural location, project size, and project type is, in our opinion, noteworthy. At least within the impact sample, there is little evidence to support funding decisions which attempt to maximize long-term impact by relying on these factors to determine distribution of funds.

The factors which do appear to affect a Title X project's likelihood of long-term impact, whether social or economic, are, in our opinion, more related to:

- the timing and process of project funding
- the status of local planning
- local leadership and administration
- labor intensity requirements
- the short duration of projects.

Beginning at the Federal level and continuing to the local level, Title X operated under a mandate to allocate funds and to start projects quickly. The speed with which local agencies had to react bore directly on the types of projects which were proposed and, ultimately, on their outputs and impacts. Several projects indicated that they had only two to three days to prepare and submit their grant applications. Many projects were not quite so rushed, but turnaround time of less than two weeks was common. Understandably, haste made it difficult to prepare a carefully considered proposal or to develop the linkages between the proposed project and area development plans which might promote a more effective local project. Time constraints meant that many projects were conceived to address an immediate local need or whatever issue happened to be crossing the desks of local officials.

Local response was further complicated by the fact that forty-three sponsoring agencies and regional commissions participated in the funding process. The lines of communication from the Department of Commerce through the many sponsoring agencies to the local level sometimes resulted in incomplete, confusing, or erroneous information at the local level which made it harder to prepare already rushed grant applications.

Another factor important to the ultimate impact of a project was the involvement of knowledgeable local planning units. Where there was an active local planning agency, this unit's participation enhanced the likelihood of project impact. Planning units such as Tribal Councils, Councils of Government or state planning departments, if they were involved in the process, helped to ensure that project objectives were integrated with a recent and relevant planning document or local development initiatives. In several areas, planning units provided ongoing assistance and administrative support. One example is the South Carolina Council of Government, which assisted all program grantees in the seven-county South Carolina Appalachian Region. The COG helped with grant applications and then implemented internal program management procedures for each project, under which planned goals were established for each quarter. One individual from the COG served as Title X coordinator for all projects, thereby eliminating confusion or duplication of effort on the part of grant recipients and contractors.

Long-term impact was also enhanced by the presence of creative and enthusiastic local leadership. This generalization may seem like a truism, but it applies to Title X as much as to any other program. Projects like Bladenboro's solar medical facility or the Absentee Shawnee construction work or the Job Re-Entry project in Valdosta benefited greatly from capable and enthusiastic local administrators and community support. Continuity of leadership is also important. In several cases where those responsible for preparing the grant application were not involved in the implementation of the project, initial work floundered, project objectives were not well understood, and the project's impact was undermined.

Another factor affecting long-term impact was the labor intensity constraint of Title X. Although official regulations do not clearly set a minimum level of labor intensity[1] EDA administratively emphasized the fact that 75% of Title X funds should be spent on wages and fringe benefits. This guideline was known and understood by most applicants, and very few projects were funded with lower levels of planned labor intensity.

The labor intensity constraint is perfectly consistent with the major goal of Title X to provide a large number of short-term, countercyclical jobs. It is also consistent with the program's focus on employing the long-term unemployed. However, the high level of labor intensity meant that Title X projects rarely attempted work which required major materials costs or capital investments. Furthermore, the easiest and most frequent course was to propose projects which required mainly unskilled labor. These two tendencies eliminated from consideration certain types of capital-intensive projects requiring large inputs of skilled labor, projects which might be expected to produce output of a long-term value. Indeed, the 75% labor requirement meant that long-term impacts from Title X funds were more likely to result from human resource investments than from capital investments. One would expect greater impact from human resource investments which provided substantive training in addition to employment and which stressed the transition of employees from the project to other work. Less return would be expected from low skilled employment without the provision of training, particularly in a one-shot program. More Title X projects tended to provide the latter type of experience than the former, and this was in keeping with Title X goals.

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[1] Under Title X, a project is considered labor intensive if "at least 60 percent of the project funds are to be expended for direct labor costs." Moreover, at least 50% of Title X funds were to be used to fund projects "in which no more than 25% of the funds will be used for nonlabor costs." See "Job Opportunities Program Interim Regulations." Parts 313.8 and 313.24, Federal Register Vol. 40; No. 101, p.22537 and No. 118, p.25672.

One should note, however, that there were exceptions to this pattern. Several projects, such as the Kiamichi Vocational-Technical School in McAlester, Oklahoma, or the Horticultural Gardens project in Clemson, South Carolina, took unskilled workers and created meaningful job-training situations which are likely to benefit both the employees and the community. Others recognized that the 75 percent labor restraint applied only to Title X funds and supplemented the grant with substantial funds from other sources. These funds were often spent upon materials and equipment, not labor.

A final factor affecting impact was the program's selection of projects which could be started quickly and substantially completed within one year. Like the labor intensity requirement, this discouraged the proposal of projects which required major construction or large-scale capital assets.

In summary, Title X has not been a program which intended to have major long-term impacts. Consequently, long-term impact was not a major objective of the majority of the projects. Only two projects of the fifty-two visited have demonstrated conclusive evidence of significant economic impact and another six projects are likely to yield long-term economic returns to their communities. However, long-term impacts of a noneconomic nature are discernable from a majority of projects. The nature of the program and the requirements for rapid project planning and startup minimized the chances that long-term economic impacts would be achieved. In light of this, the degree of likely long-term impact which have been discovered in the sample projects is encouraging and represents an extra benefit from a program which was intended to achieve other objectives.

D. Project Highlights

Several of the projects visited in this study deserve individual mention either because they are likely to have substantial long-term impacts or because they represent particularly interesting uses of Title X to respond to local needs. The projects highlighted here are not all likely to contribute economic returns to their communities. In fact, only the Tifton, Georgia Agrirama project and a series of projects in Cherokee County, North Carolina have already conclusively demonstrated economic impact. Valdosta, Georgia; Shawnee, Oklahoma; Lumberton, North Carolina; Bladenboro, North Carolina; and Fall River, Massachusetts have projects which may eventually show economic returns. These projects and five others were chosen for presentation in this section of the report because they illustrate one of the following characteristics:

- demonstration of actual or potential economic returns;
- successful linkage of project with other work, funds, or planning efforts;
- unique project output;

- unique audience for projects;
- illustrative of impacts typical of several other projects.

The Agrirama project in Tifton, Georgia is noteworthy because of the significant economic returns which the infusion of Title X funds accelerated. Agrirama utilized Title X funds to augment state funding and to complete an ongoing effort to recreate a 70-acre Georgia farmstead as it existed before 1900. Agrirama was scheduled to open in July, 1976, but work seriously lagged behind schedule in the summer of 1975. The missing component was funds which could be directly used for restoring the 19th century buildings which had been acquired. The availability of Title X funds which could be used for this type of labor intensive work matched Agrirama's need and allowed most of the work to be completed on schedule. Without the Title X funds, the project director estimated that the project would have opened in July with only three structures; Title X funds meant that 15 more buildings were complete for the public opening.

State and local planning for the Agrirama project took place during a span of six years from 1970 to 1976. The State of Georgia had comitted 1.3 million dollars to Agrirama before Title X funds became available. Because of the commitment by the state to establish this rural, agricultural village, the need for the project must be considered a priority of the state rather than of Tifton or the county. Yet the economic benefits and impacts will ultimately contribute more to the Tifton area than to the entire state. From July through December, 1976, Agrirama generated revenues of $68,000 from admissions and store sales; 20,000 tourists visited the farmstead. Therefore, an estimated total of $128,000 was added to the local economy in 1976.* The jobs created by Agrirama (20 full-time and 38 part-time positions), the locally contracted services, the tourist expenditures for food, automotive products, and accomodations, and the materials purchased by the project will add approximately $500,000 to the 1977 Tifton economy that did not exist prior to the creation of Agrirama. Estimates for future returns on the investment are $750,000 in 1978, $1 million in 1980, and $2 million in 1984, depending on physical expansion of Agrirama and the increasing rate of Agrirama visitors each year. Although not all of these economic impacts can be directly attributed to Title X, in the words of the project director: "Without the funds provided by Title X we would have opened Agrirama in July 1976 with a country store, a barn and an information center. Instead, we opened with 15 restored buildings and a beautifully landscaped physical setting that tells the story of rural Georgia the way we had hoped to present it to the public."

By allowing Agrirama to open on schedule with a full complement of facilities, Title X accelerated the immediate impacts and will contribute to increasing the long-term impacts at a faster rate than if the Title X funds had not been available. While it is difficult to isolate the long-term direct economic impact attributable to Title X, one could estimate it in proportion to its share of the entire investment. Title X provided 9.6% of the funds; approximately $852,000 of the 8.88 million dollars in 1976-1984 expected revenues could reasonably be attributed to Title X funding.

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*1976 revenues were estimated based on admissions and store sales of $68,000 plus $3.00 per person for tourist related expenditures. 1977 revenues were estimated based on 100,000 visitors for the year each spending $5.00 ($2.00 for entry and $3.00 for tourist related expenditures).

Valdosta, Georgia's Job Re-Entry project is another project which creatively utilized Title X funds to increase income for area residents; the direct economic impacts of the project could be considerable. This Title X project, conceived and administered by the Coastal Plain Area Economic Opportunity Authority (CPAEOA), initiated an ambitious job re-entry program for placing unemployed persons directly in positions in private industry. Unlike many public work projects, the Title X employees did not work for a city, state or federal agency; instead they went to work for a private company and immediately became accountable to the private employer. Potential employers in the ten-county area served by the project were contacted by a representative from the CPAEOA about the possibility of hiring a new employee whose wages would be apportioned between the Title X project (62 percent) and by the private employer (38 percent), with the stipulation that the employer could not fire an existing employee to make room for the new employee. In other words, the job had to be a new, incremental position with the firm.

The incentive to the employer for hiring was primarily an economic one since the wages of the new employee were discounted. Instead of paying the minimum wage of $2.20 per hour, the employer paid $.84 per hour with the project agency paying the remaining $1.36.

Subsidization continued for up to nine months, depending on the terms of the original agreement, the productivity of the employee and the economic health of the employer. The positions created were basically unskilled, often sales, general labor, or assembly work. A particularly attractive feature of this project was the fact that employees went to work directly for a private sector firm and felt a sense of security and "future" that employees in public work projects often do not feel.

Although not completed at the time of the site visit, the Job Re-Entry project had created and filled over 50 new positions in the private sector. Federal funds of $113,315 from Title X and $25,000 from other sources were originally planned to be supplemented by $42,380 from private sector firms for employee salaries. The success of the program, however, will have increased the private share to about $77,000 when the program ends.

At the time of the site visit, 73 persons had cycled through the program. Fully 29 were working on private jobs, but no longer with a Title X subsidy. Another two had found other subsidized public or non-profit work and three had been institutionalized. Thirty-six people had not stayed with their jobs long enough to be made permanent employees but were receiving additional placement services. The permanent unsubsidized placement rate of 42 percent (31/73) is impressive. In addition, 40 other employees were currently working on jobs developed through the project, with 62 percent of the wage being paid by Title X. The project director estimated that about 20 would become permanent unsubsidized employees.

The direct economic impacts of the Job Re-Entry project could be considerable. For example, the $77,000 private contribution, though part of the funds contributed to the "project," could also be considered as a new income stream to the community. Beyond the life of the project, new wages from the private sector will be greater. Assuming minimum wage, the annualized income of the 31 permanently placed employees would be more than $142,000. If an additional 20 are permanently placed, the total new annual wage bill would be almost $235,000. Of course, there is likely to be some attrition which would discount these numbers. Finally, the project is reported to have rescued four small retail businesses from bankruptcy by providing labor at a price which the businesses could afford.

The Absentee Shawnee Tribe's Title X project is particularly interesting because of the way it was integrated with other tribal projects. The Absentee Shawnee utilized $600,000 of Title X funds to restore and renovate six major tribal buildings on the tribe's 33 acres of land south of Shawnee, Oklahoma. The buildings house the offices for the Shawnee Tribe, the Indian Health Service, the Absentee Shawnee Housing Authority and the United Tribes of Western Oklahoma and Kansas. The buildings are more than forty years old and were badly in need of repair and interior remodelling. Several had been vacant during recent years.

The tribe hired unemployed, unskilled workers from the Shawnee area, many of them members of the tribe, which was reporting a 47 percent unemployment rate in December, 1975. Workers were provided with on the job training in construction skills from experienced foremen and were encouraged to participate on several crews to learn different skills. One hundred sixty persons had worked on the project. Of the 99 persons no longer on the project at the time of the site visit, 67 had found other jobs, only 9 of which were Federally subsidized.

The Absentee Shawnee tribe integrated Title X funds with other tribal projects funded through several sources. The tribe has secured $17,000 from BIA's Home Improvement Program, $100,000 of HUD community development funds and has applied for $100,000 from the Campaign for Human Development. A total of 39 homes can be renovated with these funds. In addition, nearby Norman, Oklahoma will receive a large Community Development Block Grant, much of which will be used for housing rehabilitation. A portion of the HUD funds are being used to specially train three of the best Title X employees to become independent construction contractors, able to bid on construction and rehabilitation work available in the entire area. Each of these three has agreed to hire and train two more Title X workers. In addition, Title X provided an experienced workforce of over 100 people available to assist the contractors or pursue some of the housing rehabilitation work.

The fortuitous linkage of Title X with other work, encouraged by the tribe's OEDP, shows promise in creating new small construction businesses and in providing a more stable wage and income stream to tribal members. In addition, the renovations funded under Title X have left a permanent capital improvement which also contributes to the quality of life of this small tribe.

In Bladenboro, North Carolina the local Community Development Corporation combined $72,558 of EDA funds with $55,000 of state aid and $25,000 of private contributions to construct the nation's first solar-heated health facility. The building is approximately 40 percent solar heated, with collecting panels, holding tanks and a circulating system representing the current state of the art. Aside from its unique cost-saving energy system, the medical facility is significant because Bladenboro has neither a resident physician nor a medical facility. The nearest doctor is 20 miles away. The town is currently seeking a permanent physician and, if one is secured, the impact of the project upon the quality and cost of local medical care could be substantial. The imaginative and ambitious project was enthusiastically supported by local residents, a fact attested to by the high level of private local contributions.

The medical building is integral to the town's economic development goals. Bladenboro has recently embarked upon an aggressive program of facilities improvements, including a new fire station, a new sewage treatment facility, new rescue squad building and large-scale drainage project. Such activities improve both the local quality of life and community infrastructure, thereby making the community a more desirable location for industry. Five large parcels of land are now being marketed by the Bladen Development Corporation, the town's nonprofit industrial development organization.

In Clemson, South Carolina Title X funds were used to support a unique Horti-therapy project which provided significant skills training to 14 exceptional people. The

Appalachian Regional Commission received $75,000 from Title X to support a Horti-therapy project conducted by Clemson University's Horticultural Department. Fourteen exceptional individuals were hired and trained in horticultural techniques, carpentry, masonry, propagation, garden development and greenhouse construction. Project workers were mentally and physically impaired, including retarded and blind individuals, ex-offenders and substance abusers. The project was unique in that it represented the first time in which persons with mental and emotional disorders were combined with persons with physical handicaps in a horti-therapy project. The purpose of horti-therapy, like music or art therapy, is to provide an exceptional individual with both skills training and a therapeutic environment for emotional reinforcement and improved mental health. Because of the psychologically debilitating effects of their various handicaps, few would have been able to perform in a regular employment situation prior to entry into the program. Skills learned by the participants in the Title X project make the workers suitable for employment with florists, contract landscapers, nurseries and small truck farms. Their high productivity and relative lack of absenteeism during the program make them excellent candidates for employment after termination from Title X.

Another South Carolina project provided facilities which will be used by physically and mentally handicapped individuals from the entire state. Clemson University's Department of Physical Plant was granted $102,152 from Title X to expand the physical facilities of a camp site for the physically and mentally handicapped on a wooded lake front approximately seven miles from the university campus. Construction work on Camp Hope was first initiated approximately three years ago. The camp, when fully completed, will consist of two subcamps, each of which will have 10 cabins and design capacity of 30 residents. Camp Hope is the only facility of its kind in the state of South Carolina. It provides a camp experience for persons confined to wheelchairs in an environment which has been totally designed for wheelchaired persons. The primary user group of the camp is handicapped children to whom most of the programs are offered for free; the camp has also been used for groups of senior citizens. Thus, the entire special population of the state are beneficiaries from the outputs of the project.

The city of Lumberton, North Carolina utilized its Title X grant to remedy a variety of drainage problems. This project illustrates both the long-term preventive impact which several other projects also achieved and it paved the way for possible future economic development by providing improved services. Part of the $262,430 was used in three low-income residential areas, all serviced by unpaved streets lacking conventional storm sewers. Each area had a history of flooding, and stagnant waters created a health hazard, serving as a breeding ground for mosquitoes and a habitat for rodents. Mindful that the county population is about equally represented by whites, Blacks and Indians, the city chose to improve one neighborhood predominated by each population. The clearance of drainage canals will last 3-5 years and has removed potential health and flooding hazards, possibly leading to an increase in the value of the land. The project was highly visible and extremely popular in the neighborhoods.

The second portion of the grant was used to excavate new drainage canals, principally around the municipal airport, an area zoned for future industrial expansion. While immediate development is not contemplated, the project has made future development more attractive by eliminating drainage problems at the site.

The Title X project in Talladega County, Alabama created recreational facilities which will be used by present and future children and also achieved preventive impacts by repairing watersheds. Approximately 70 percent of the Title X grant of $352,430 was used to grade and landscape eighteen county schoolyards for use as playgrounds. The rest of the grant was devoted to maintaining ten watersheds in the mountainous areas of the county.

The schoolyard work was in high demand among county residents. The eighteen schools were originally Black, but are now integrated, a factor believed to be connected with the high demand for improvements by county residents. The schoolyards had never been landscaped or graded, tasks that were accomplished under Title X. In addition, sidewalks were constructed, playing fields laid out, and count funds used to purchase playground equipment (swings, basketball hoops, backstops, bleachers). Community satisfaction with the work is high, and present and future generations of school children now have recreational space and equipment which were not available before.

The watershed work was preventive maintenance, clearing brush, opening drainage ditches, and repairing small flood control dams. Maintenance is a relatively continuous activity, but the Title X grant made possible a more complete job than was possible with county funds. The county Water and Soil Conservation Director acknowledged that, without such maintenance, there was danger of dams bursting which would flood farm land, drown livestock, and endanger residential dwellings. While it cannot be maintained that the Title X work, in itself, eliminated the cause of a potential disaster, it did contribute to decreasing the likelihood of major flooding.

In Oconee County, South Carolina, $29,150 of Title X funds and $2,000 of other moneys were spent to fence and reclaim 200 acres of pasture land adjacent to the Oconee Prison Farm. In addition, a cattle feeder shed and corral were constructed. This very modest project will allow prison inmates to raise their own beefcattle. County officials estimate that several thousand dollars per year will be saved in meat costs to the county prison operating budget. In addition, it is hoped that prisoners will develop some animal husbandry skills which may be useful in their employment search after release. County residents supported the project because they favor the idea of an almost self-supporting prison farm.

The Home Maintenance Service project run by Florida's Division of Aging in Tallahassee was notable because all employees were over fifty years old. The senior employees provided home maintenance services to seniors in twelve counties throughout the state and achieved significant improvements in the quality of life for those serviced, while providing themselves with a sense of pride and self-worth. The Federal Agency on Aging has identified home maintenance assistance as one of its top four priorities for services for the elderly throughout the country. This project was funded as a combined effort with programs providing clerical and food services. As a direct result of the Title X funds, the Florida Division of Aging has obtained funding from Title IX of the Older Americans Act to continue the home maintenance projects in thirteen communities.

The Battleship Cove project has contributed to the economic development of the waterfront area in Fall River, Massachusetts. The U.S.S. Massachusetts Memorial Committee is a nonprofit organization which operates Battleship Cove, a waterfront facility housing a battleship, P.T. boat, and submarine. The Committee received $175,095 in Title X funds (supplemented by $58,365 from private sources) to repair, refurbish, and repaint the three vessels. General maintenance and operating costs of the educational and tourist facility are mainly covered by the revenues from ticket sales and the ship's store, which gross approximately one-half million dollars annually. Major work, such as that accomplished under Title X, must be supported by bank loans. In the absence of Title X, some of the work would have been financed in this manner, but much of it would not have been completed.

The Battleship Cove maintenance work is significant because the facility has become an important economic factor in a city whose economy has been depressed for many years. Part of Fall River's development plan is to upgrade the waterfront near and around Battleship Cove for tourism and commercial purposes. The cove has attracted more than one million visitors since opening in the mid-1960s. The number of visitors has increased each year. Business has been generated for local service industries (e.g., restaurants, motels, gas stations) and during the past year a new restaurant was built adjacent to the cove to take advantage of the tourist activity. Thus, Title X has played a role in Fall River analagous to its role in Georgia's Agrirama project. The economic impact attributable to the project is, however, less clear cut. At minimum, the project saved the committee from incurring bank interest, thus freeing funds for other purposes. A case could also be made that the project contributed to likely increased revenues from future visitors or, by providing important rehabilitation, prevented the deterioration of an income-producing asset. Such arguments, however appealing, are as yet conjectural; it is too early to assess the impacts attributable to Title X.

Several Title X projects were conducted in Cherokee County, a relatively poor mountainous county in Southwestern North Carolina. The county is an eligible EDA Redevelopment Area and is part of a five-county Southwestern North Carolina Economic Development District. The project visited as part of the impact sample supported renovation work on eight county schools. It is the most modest of the Title X projects pursued in the county. Three projects which were not part of this study deserve special mention because they provide economic returns to county residents. One project supported construction of facilities for a community produce market and cattle auction. This provided the first local outlet for the county's many part-time small farmers who previously had to market their products elsewhere. An estimated $100,000 in sales was realized in 1976 and represents a clear economic return from Title X. The same philosophy led to the construction of a community mountain crafts center, funded by another Title X project. This cooperative center is the only local outlet for crafts produced by many older county residents. The third Title X project constructed ten neighborhood community centers in remote rural areas of the county to provide residents with a focal point for community affairs and indoor recreation. The centers also host services such as weekly bookmobiles and health clinics. Clearly, though the Title X project under study was not outstanding or unique, the overall impact of the Title X program in Cherokee County has been significant.

CHAPTER III

LONG-TERM IMPACT CASE STUDIES

This chapter contains the individual case studies for each of the fifty-two projects visited by contract staff. A summary chart is presented for easy reference to particular characteristics of the case studies.

SUMMARY CHART OF FIFTY-TWO CASE STUDIES

Project Location and ID Number

	Bladenboro, NC 04615071304	Marion, SC 043102069	McCloud, OK 08615130554	Bourne, MA 013102086	Walhalla, NC 04625291606	Clemson, SC 04625299906
TYPE OF PROJECT 100 = Public Works Construction	104	107	119	119	115	115
FUNDS						
Title X	72,558	240,000	216,384	160,000	166,000	120,152
Local	16,000	60,000	--	--	--	2,000
State	55,000	--	--	40,000	--	6,000
Federal	--	--	--	--	--	--
Total	143,558	300,000	216,384	200,000	166,000	128,152
TOTAL WORKERS EMPLOYED	45	106	59	37	32	64
PROJECT LIFE						
New Project	N	N	N	N		
Ongoing Project					O	O
TRAINING						
None				N		
OJT	OJT	OJT	OJT		OJT	OJT
Orientation/ Seminar						
LOCALE						
Urban				U		
Rural	R	R	R		R	R
PLANNING						
None				N		
Local	L	L	L			L
Regional/State					R/S	
QUALITY OF LIFE						
High	H		H			H
Moderate		M				
Specific to Audience				S	S	
COMMUNITY ACCEPTANCE						
Yes	Y		Y		Y	Y
No						
Invisible		I		I		
DEMAND FOR OUTPUT						
High	H		H			
Moderate					M	M
Low		L		L		
DESCRIPTION	Solar health facility	County multi-purpose center	Improvement to land and structures on tribal land	Repair pier and renovate classrooms	Built locker rooms and renovated gym	Expand facilities at Camp Hope for physically & mentally handicapped

Project Location and ID Number

	Maxton, NC 04615062504	Lexington, MS 043102045	Martinsburg, WV 013102069	Adel, GA 04615198904	W. Warwick, RI 013102100	Walhalla, SC 04625292306
TYPE OF PROJECT 200 = Civil Works Construction	229	240	234	230	230	226
FUNDS						
Title X	135,600	240,000	163,600	157,600	168,000	29,150
Local	46,000	60,000	40,900	39,400	24,000	1,050
State	45,200	--	--	--	18,000	--
Federal	--	--	--	--	--	--
Total	226,800	300,000	204,500	197,000	210,000	30,150
TOTAL WORKERS EMPLOYED	21	103	30	44	8	10
PROJECT LIFE						
New Project	N	N	N	N	N	N
Ongoing Project						
TRAINING						
None	N				N	
OJT		OJT	OJT	OJT		OJT
Orientation/ Seminar						
LOCALE						
Urban			U	U	U	
Rural	R	R				R
PLANNING						
None		N				
Local	L		L	L	L	
Regional/State			R/S			R/S
QUALITY OF LIFE						
High	H			H	H	
Moderate		M				
Specific to Audience			S			S
COMMUNITY ACCEPTANCE						
Yes	Y	Y	Y	Y	Y	Y
No						
Invisible						
DEMAND FOR OUTPUT						
High	H			H	H	
Moderate			M			
Low		L				L
DESCRIPTION	Drainage project	New sidewalks	Renovation of Central Business District	Drainage ditches	Drainage	Fenced pasture for prisoners to raise beef cattle

	Project Location and ID Number						
	Shreveport, LA 08615264821	Centerville, MD 01615523013	Sylacauga, AL 04615536613	Lumberton, NC 04615070204	Farmington, PA 01615090458	Fayetteville, PA 01615621714	Okla. City, OK 08615154051
TYPE OF PROJECT 300 = Forestry, Conservation, Recreation	347	300	341	347	346	340	346
FUNDS							
Title X	144,000	273,000	352,430	209,944	73,000	494,625	116,250
Local	37,000	20,000	19,000	52,486	--	--	--
State	--	--	--	--	--	10,000	66,516
Federal	--	--	7,500	--	--	--	99,774
Total	181,000	293,000	380,430	262,430	73,000	504,625	332,580
TOTAL WORKERS EMPLOYED	85	165	183	119	26	117	47
PROJECT LIFE							
New Project	N		N	N			N
Ongoing Project		O	O		O	O	
TRAINING							
None		N					
OJT	OJT		OJT	OJT	OJT	OJT	
Orientation/ Seminar	O/S						
LOCALE							
Urban	U			U			U
Rural		R	R		R	R	
PLANNING							
None							
Local	L	L	L	L			
Regional/State					R/S	R/S	R/S
QUALITY OF LIFE							
High	H		H	H			
Moderate							M
Specific to Audience		S			S	S	
COMMUNITY ACCEPTANCE							
Yes	Y	Y	Y	Y			Y
No							
Invisible					I	I	
DEMAND FOR OUTPUT							
High	H		H	H			H
Moderate		M					
Low					L	L	
DESCRIPTION	Clean up trash from bayou to improve drainage	Clearing ditches and channel	Flood control and school yard improvements	Drainage and flood control in town	Restored Fort Necessity National Battlefield	Forest maintenance by state	Park trails and conservation

Project Location and ID Number

	Ashburn, GA 04615206004	Tifton, GA 04615650374	Warwick, RI 01615082751	Jacksonville, FL 04615207204	Clemson, SC 04625299806	Annapolis, MD 01615087451
TYPE OF PROJECT 300 = Forestry, Conservation, Recreation	343	341	346	347	346	300's
FUNDS						
Title X	130,000	124,500	55,680	29,711	170,891	60,600
Local	20,000	--	37,120	--	10,000	--
State	--	94,260	--	--	--	20,200
Federal	--	--	92,800	--	--	20,200
Total	150,000	218,760	185,600	29,711	180,891	101,000
TOTAL WORKERS EMPLOYED	85	48	23	42	106	14
PROJECT LIFE						
New Project		N	N			N
Ongoing Project	O	O		O	O	
TRAINING						
None	N					
OJT		OJT	OJT	OJT	OJT	OJT
Orientation/ Seminar						O/S
LOCALE						
Urban		U	U	U		U
Rural	R				R	
PLANNING						
None	N					
Local			L	L	L	L
Regional/State		R/S			R/S	
QUALITY OF LIFE						
High						
Moderate	M	M		M		M
Specific to Audience			S		S	
COMMUNITY ACCEPTANCE						
Yes		Y	Y	Y	Y	Y
No			N			
Invisible	I					
DEMAND FOR OUTPUT						
High		H		H		H
Moderate						
Low	L		L		L	
DESCRIPTION	Cutting brush along county roads	Replication of Georgia farmstead	Development of 198-acre park	Drainage	Sidewalk, retaining wall and drainage culvert, landscaping	Improvements to beach in state park

Project Location and ID Number

	Winona, MS 04615722391	Valdosta, GA 04615724891	Centerville, MD 01615708391	Fall River, MA 01615658674
PROJECT TYPE 598 = Training 900 = Other	598	598	598	999
FUNDS				
Title X	937,912	113,315	199,404	175,095
Local	--	77,000	--	58,365
State	--	--	--	--
Federal	--	25,000	--	--
Total	937,912	215,688	199,404	233,460
TOTAL WORKERS EMPLOYED	410	113	113	40
PROJECT LIFE				
New Project	N	N	N	N
Ongoing Project				
TRAINING				
None				N
OJT	OJT	OJT	OJT	
Orientation/ Seminar	O/S	O/S	O/S	
LOCALE				
Urban				U
Rural	R	R	R	
PLANNING				
None				
Local		L		L
Regional/State	R/S		R/S	
QUALITY OF LIFE				
High	H	H	H	
Moderate				
Specific to Audience				S
COMMUNITY ACCEPTANCE				
Yes	Y	Y	Y	
No				
Invisible				I
DEMAND FOR OUTPUT				
High		H	H	
Moderate	M			M
Low				
DESCRIPTION	Winterization, health and homemaker aides	Innovative job training program	Provided job training and work experience while providing services	Refurbished PT boat, created museum

Project Location and ID Number

	Ruston, LA 083102017	Bayonne, NJ 01615901140	Greensboro, AL 043102002	Lexington, MS 043102051	McAlester, OK 083102030	Shawnee, OK 08615507530	Ashburn, GA 04615200204
PROJECT TYPE 400 = Maintenance, Rehabilitation, Repair	408	446	408	408	410	451	410
FUNDS							
Title A	160,000	629,000	288,000	240,000	200,000	600,000	80,000
Local	72,790	--	162,000	160,000	80,000	--	20,000
State	--	--	--	--	--	--	--
Federal	--	--	--	--	--	--	--
Total	232,790	629,000	450,000	400,000	280,000	600,000	100,000
TOTAL WORKERS EMPLOYED	77	69	45	30	49	160	34
PROJECT LIFE							
New Project	N	N	N	N		N	N
Ongoing Project					O		
TRAINING							
None	N	N					
OJT			OJT	OJT	OJT	OJT	OJT
Orientation/ Seminar						O/S	
LOCALE							
Urban	U	U		U	U	U	
Rural			R				R
PLANNING							
None							N
Local	L	L	L	L	L	L	
Regional/State		R/S			R/S		
QUALITY OF LIFE							
High			H	H		H	
Moderate	M				M		M
Specific to Audience		S					
COMMUNITY ACCEPTANCE							
Yes		Y		Y	Y	Y	Y
No							
Invisible	I		I				
DEMAND FOR OUTPUT							
High		H	H	H	H	H	
Moderate	M						M
Low							
DESCRIPTION	Renovation of county courthouse	First phase of park development	Renovation to county courthouse	Renovation to county courthouse	Expansion of Vo-Tech high school	Renovations and repair of buildings	General town cleanup

Project Location and ID Number

	Astoria, OR 07615788761	Providence, RI 01615166803	Tallahassee, FL 04615362630	Parkersburg, WV 01625295206	Murphy, NC 04615810661	Clemson, SC 04625299606	Jacksonville, FL 04615718791
PROJECT TYPE 400 = Maintenance, Rehabilitation, Repair	410	490	414	452	410	410	450
FUNDS							
Title X	217,738	303,400	280,000	464,800	80,000	75,000	44,865
Local	91,500	--	--	10,000	20,000	5,000	--
State	--	--	--	--	--	20,000	--
Federal	--	--	--	--	--	--	90,577
Total	309,238	303,400	280,000	474,800	100,000	100,000	135,442
TOTAL WORKERS EMPLOYED	43	57	Unknown	137	29	14	4
PROJECT LIFE							
New Project	N	N	N	N	N	N	N
Ongoing Project			O	O			
TRAINING							
None		N		N			
OJT	OJT		OJT		OJT	OJT	OJT
Orientation Seminar			O/S				
LOCALE							
Urban		U	U	U			U
Rural	R				R	R	
PLANNING							
None							
Local	L			L	L	L	L
Regional/State		R/S	R/S				
QUALITY OF LIFE							
High			H		H		H
Moderate	M			M			
Specific to Audience		S				S	
COMMUNITY ACCEPTANCE							
Yes			Y	Y	Y	Y	Y
No							
Invisible	I	I					
DEMAND FOR OUTPUT							
High			H	H	H		H
Moderate	M						
Low		L				L	
DESCRIPTION	Maintenance, rehabilitation, renovations in county	Repair, replace and paint defective guardrails	Home maintenance, 12 projects in state	Repair streets and curbs	Renovations to 8 county schools	Hortitherapy project for mentally/physically handicapped	Energy Conservation/winterization

Project Location and ID Number

	Newark, NJ 01615337530	Clanton, AL 04615716891	Fall River, MA 01615697891	Bristol, RI 01615823866	Jacksonville, FL 04615718591	Chestertown, MD 01615107658	Scappoose, OR 07615761391
PROJECT TYPE 500 = Public and Social Service	593	594	590	589	591	583	599
FUNDS							
Title X	119,545	116,632	162,725	26,000	53,196	5,000	485,543
Local	--	--	--	2,200	--	5,000	--
State	--	--	--	--	--	--	--
Federal	--	--	--	--	--	--	--
Total	648,451	116,632	162,725	28,200	53,196	10,000	485,543
TOTAL WORKERS EMPLOYED	15	30	38	28	8	2	79
PROJECT LIFE							
New Project		N		N		N	N
Ongoing Project	O		O		O		O
TRAINING							
None	N					N	
OJT		OJT	OJT	OJT	OJT		OJT
Orientation/ Seminar		O/S			O/S		O/S
LOCALE							
Urban	U		U	U	U	U	
Rural		R					R
PLANNING							
None							
Local		L	L	L	L	L	L
Regional/State	R/S						
QUALITY OF LIFE							
High					H		
Moderate							M
Specific to Audience	S	S	S	S		S	
COMMUNITY ACCEPTANCE							
Yes	Y		Y		Y	Y	Y
No				N			
Invisible		I		I			
DEMAND FOR OUTPUT							
High	H		H		H		
Moderate		M				M	M
Low				L			
DESCRIPTION	Continued ongoing anti-lead poisoning program	Health and homemaker aides	Delead, winterize, alcoholism, senior employment services	Juvenile offenders worked	Augmented variety of ongoing projects	Inventory historic sites	Supplemented existing services

	Project Location and ID Number	
	Minden, LA 08615739991	Marietta, OH 06615734391
PROJECT TYPE 500 = Public and Social Service	594	599
FUNDS		
Title X	170,065	156,172
Local	--	--
State	--	--
Federal	--	12,660
Total	170,065	168,832
TOTAL WORKERS EMPLOYED	24	39
PROJECT LIFE		
New Project	O	N
Ongoing Project		O
TRAINING		
None	N	
OJT		OJT
Orientation/ Seminar		O/S
LOCALE		
Urban		
Rural	R	R
PLANNING		
None		
Local	L	L
Regional/State		
QUALITY OF LIFE		
High		H
Moderate		
Specific to Audiences	S	
COMMUNITY ACCEPTANCE		
Yes		Y
No		
Invisible	I	
DEMAND FOR OUTPUT		
High		H
Moderate		
Low	L	
DESCRIPTION	Homemaker service	Homemaker service, winterization, bus service

Project ID#: 4615071304
Project Type: 104, Public Works Construction
Total Funds: $143,558
Title X Funds: $72,558
Total Title X Employees: 45
Sponsoring Agency: CPRC

BLADENBORO MEDICAL FACILITY
BLADENBORO, NORTH CAROLINA

I. Project Description and Outputs

Title X's contribution in Bladenboro, North Carolina resulted in the nation's first solar heated community health facility. The grantee was the Bladenboro Community Development Corporation, a nonprofit group representing the citizenry of the town and surrounding area. In addition to the $72,558 EDA grant, the group obtained $55,000 in state aid. The local share, $16,000 in cash was raised entirely from private contributions during a two week period. Events such as cake sales and fish frys were held to raise the money. In addition, the local community earlier had raised $8,000 for the purchase of the land. Total project costs from all sources amounted to $151,588.

Because of the high capital costs associated with solar energy construction, the project was moderately more capital intensive than labor intensive. Labor amounted to some 44% of total project costs. The construction of the building involved conventional carpentry techniques. However, the solar collecting panels, holding tanks and circulating system represent the current state-of-the-art in alternative heating systems.

The completed facility is approximately 40% solar heated. It houses offices, medical equipment and examination rooms for use by doctors, dentists and nurses.

II. The Project Area

The town of Bladenboro (1976 population 2,120) occupies approximately 1.5 square miles and is located in Bladen county in the southeastern corner of North Carolina. Population growth has resulted from annexation of the neighboring mill village owned by the Bladenboro cotton mill. For the last 16 years, the population of the county has been stable at about 28,000 residents.

In 1960, the area's economic base shifted from agriculture to industry, principally textiles and apparel. Unemployment has been a chronic problem due to the continued mechanization of agriculture and the unstable nature of the textile and apparel industries. The county unemployment rate in September, 1976 was 10.3%.

The Bladenboro Cotton Mills has been the major employer in town since 1912. However, due to its noncompetitive nature and antiquated machinery, it has been forced to reduce its work force by approximately half to approximately 200 workers, most of whom are employed less than 40 hours a week. The residents of Bladenboro, faced with low wages and declining employment at the mill, have increasingly sought employment outside town. It is estimated that a majority commute outside the community for employment, often to

Lumberton or Clarkton. The community has also experienced an outmigration of its young people upon graduation from high school.

Many of the development projects which Bladenboro has recently undertaken have been made possible through volunteer labor and materials. The town's new fire station and rescue squad were built with donated materials and volunteer labor. In 1975 the town expanded and improved its sewerage system. An ongoing large scale drainage project will cost well over $3-4 million, nearly all of which was grant money.

III. Project Relationship to Area Needs and Plans

The Bladenboro community undertook the medical facility project because the town had neither a resident physician nor any medical facility. The nearest doctor was nearly 20 miles away in Elizabethtown. Several years ago, Bladenboro obtained a physician from the National Medical Corps. The experience proved mutually unsatisfactory. A stated reason for the Corp's departure was the inadequacy of the office space provided. While Bladenboro has not as yet secured a permanent physician for the new clinic complex, it is hoped that the facility will serve as an enticement which will assist in the recruitment. The center is currently staffed by a full-time nurse practitioner and part-time visiting physician.

Though the development of a local medical facility can only indirectly be linked to economic development, it is integral to the town's community development goals. The town of Bladenboro has recently marshalled its energies and resources to embark upon an aggressive program of facility improvements. Included in this is a massive new drainage project, a new rescue squad building, new fire station and new sewage treatment plant. These projects, in addition to improving the quality of life for residents, also serve to improve the communities' infrastructure and thereby make the community a more desirable location for a prospective new industry. Five large parcels of land are being marketed by the Bladen Development Corporation, the town's nonprofit industrial development organization.

IV. Impact Checklist

Demand for project output:
High. Evidenced by the fact that the local share came from small private contributions.

Relationship to area's plans:
Long time community priority.

Use of the project output:
As a medical center, the project answers a much needed community need, one which is already being utilized in an outpatient capacity. In addition, the project has served as a demonstration project and an educational device to others wishing to construct a solar facility. The building was the subject of a feature article in an architectural journal.

Leveraging of concurrent funds:
Yes. $55,000 state, and $16,000 local private monies were utilized.

Leveraging of additional funds:
The community raised $8,000 for land purchase.

Impact on critical development blockage:
Slight. Persons have told the community that the lack of a doctor was a reason for their not locating in Bladenboro.

Influence on particular locational or development decision:

None.

Quality of life impact:

Significant. The availability of the health facility has a major positive impact.

Short-term employee impact:

Approximately 18 formerly unemployed persons were hired and placed by the employer out of a total work force of between 40-50.

Human capital development:

Highly significant. In addition to the training of some formerly unemployed, unskilled persons, all of those involved in the project learned a great deal about solar energy design, engineering and construction.

Community satisfaction/acceptance:

This was a highly visible and very popular project which nearly all in the community contributed to.

Influence on the development process:

Positive, but too early to assess.

Probable long-term economic impact:

Slight. The facility will serve community needs for a long time. It is questionable, however, what the real economic impact of such a facility will be. Other factors, beside the medical facility will affect attraction of new industry.

V. Summary Impact Assessment

The project was both highly imaginative and innovative. The fact that such an ambitious project was undertaken in an economically depressed rural area and the fact that all of the local share was raised through private community fund raising events is a tribute to the visionary efforts of Bladenboro residents. The project succeeded in marshalling community energies and resources toward local development efforts. In recognition of these efforts, the town has recently received the Governor's Award, an honor which identifies them as a priority for industrial expansion.

The solar heated medical facility is an integral part of Bladenboro's overall development plans yet the long-term impacts of the project are not yet know. The town is seeking a full-time physician and the new clinic certainly should help in this effort.

Project ID#: 043102069
Project Type: 107, Public Works Construction
Total Funds: $300,000
Title X Funds: $240,000
Total Title X Employees: 106
Sponsoring Agency: COMEDA

COUNTY MULTIPURPOSE CENTER
MARION, SOUTH CAROLINA

I. Project Description and Outputs

With its Title X grant, Marion County constructed a multipurpose center at an approximate total project cost of $228,168. The project was performed by a prime and several subcontractors; approximately 28% of the project monies were spent on labor. It is estimated that the entire project employed 106 persons, 40 had previously been unemployed. According to contractors, a high proportion of the individuals hired for the job were retained by the respective contractors, no figures are available, however.

The building has been called multipurpose because it was designed to serve a number of the county's space needs. Most of the building is devoted to office space. At the time of the site visit, the local food stamp office occupied approximately one third of the structure. Perhaps 10% of the floor space was utilized by the county's Civil Defense Department, both for offices and for storage of emergency equipment and supplies in a bomb shelter area within the building. Two large shop rooms, vacant at the time of the visit, were designed to accommodate the training of workers for a new industry. These rooms had high ceilings, large doors and numerous wall and overhead outlets, making the space suitable for the introduction of machinery for training purposes. The remainder of the structure was vacant and unfinished.

II. Project Area

Marion County is located in the northeastern corner of South Carolina in a portion of the flat coastal plain known as the Pee Dee region. The county is laced with rivers. Its rich soils formerly made it an important cotton producer. More recently, tobacco and beef cattle have become the principal crops. In the Pee Dee region as a whole, the decade of the 1960's saw manufacturing, principally textiles and apparel, replace agriculture as the primary employer in the area's economic base. In that ten year period manufacturing employment nearly doubled while the agricultural employment, as a percent of total employment, declined from 27.0 percent to 9.6 percent. This decline was due to mechanization rather than declining production.

Marion County experienced a decline in population during the decade of the 1960's, with the outmigration of rural blacks to the north, followed by a subsequent increase in population in the early 1970's, as manufacturing firms entered the county. The relatively low unemployment figure (5.8%) which the county reported in November of 1976, easily the lowest of any county in the region, has been attributed to the diversification of the county's manufacturing base.

MARION COUNTY
LABOR FORCE ESTIMATE

	Annual Average						
	1970	1971	1972	1973	1974	1975	Nov. 1976
Civilian Labor Force. . .	12,860	13,910	14,460	15,030	15,420	15,300	15,090
Employment, Total*. . . .	11,610	12,560	13,310	14,010	14,340	13,420	14,220
Unemployment.	1,250	1,350	1,150	1,020	1,080	1,880	870
Percent of Labor Force .	9.7	9.7	8.0	6.8	7.0	12.3	5.8

*Total employment also includes agricultural workers and nonagricultural self-employed, unpaid family, and domestic workers.

The major employers in Marion are menswear and panty hose manufacturers which employ 768 and 479 respectively. There are also two machinery plants employing 228 and 370, and a candy factory with 688 employees.

III. Project Relationship to Area Needs and Plans

The stated purpose of constructing the new facility was two-fold in nature. First, it was designed to relieve overcrowded conditions in existing county buildings. Also, the training workshop rooms were built to serve as an inducement to new industry by training local manpower for skills which would be needed. The building could, for example, be used by an industry itself or by one of the county manpower training programs. These new workshops replace two existing workshops at the adjacent county vocational high school.

Despite the fact that a portion of the facility was designed for manpower training, the relationship between the facility and the area's needs and plans appears to be weak. The established need for such a training facility is somewhat questionable. Though the space can easily be utilized for other purposes, such as meetings, future demand for a new training site is very speculative.

Moreover, the need to supplement the existing training facility at the vocational school has not been firmly established.

Similar questions arise regarding the need for additional county office space. Though a space shortage was stated by county officials, the new multipurpose facility is clearly underutilized in January 1977, though it has been ready for occupancy for several months. Moreover, a new county office building was recently constructed near the multipurpose center. Clearly, a minimum of space planning has been undertaken to assess the county's real space needs.

IV. Impact Checklist

Demand for project output:
Questionable, highly speculative due to lack of planning prior to project initiation.

Relationship to area plans:
The manpower training element relates to the area's economic development plans.

Use of project output:
Not sufficiently demonstrated at the time of the site visit.

Leveraging of concurrent funds:
$60,000 of local funds were contributed.

Leveraging of additional funds:
None.

Impact on critical development blockage:
Slight if any, the area has done exceedingly well in recruiting new industry to the point where it can now pick and choose among prospects.

Influence on particular locational or development decision:
None.

Quality of life:
Slight, larger food stamp office to some extent benefits recipients.

Short-term employee impact:

Approximately 40 previously unemployed persons were hired and an underemployed local construction industry was helped.

Human capital development:

Many of the formerly unemployed/unskilled participants obtained training and permanent work.

Community satisfaction/acceptance:

County officials, community leaders were positive. Low general community awareness.

Influence on the development process:

Unknown, speculative.

Probable long-term economic impact:

Unknown, speculative.

V. Summary Impact Assessment

Because of the lack of preconstruction planning to determine present space needs and future demand for a new training facility, there is the absence of data with which to accurately assess this project. Had such planning been done and data developed, it is reasonable to assume that the building would now be more fully and efficiently utilized. Future growth in the county's population (though little is forecast) and a new industrial prospect with training needs may demonstrate the need for the facility.

Project ID#: 08615130554

Project Type: 119, Public Works Construction

Total Funds: $216,384

Title X Funds: $216,384

Total Title X Employees: 59

Sponsoring Agency: INTBIA

MISCELLANEOUS PROJECTS
McCLOUD, OKLAHOMA

I. Project Description

The Kickapoo Tribe of Oklahoma utilized $216,384 of Title X funds to accomplish eight different projects on the tribal ground in McCloud, Oklahoma. The projects, and their outputs, are summarized below:

1. Roofing the 9,445 sq. ft. Kickapoo tribal community building; roofing is complete.
2. Preparing drainage facilities for 17 acres of tribal land occupied by the community center: marshy area was cleared, drained, and filled; a baseball diamond and bleachers were built on part of the land.
3. Draining home site areas of Kickapoo tribal members; five home sites have been drained and filled.
4. Mowing, maintaining, landscaping, and beautifying the 17 acres of tribally owned land: brush has been cleared, trees painted to protect them from insects, new sidewalks built, cemetery area has been fenced in.
5. Constructing gravel driveways for the community building and tribal members' homes: the driveway to the community center has been blacktopped, 44 individual gravel driveways have been built.
6. Building 12 outdoor toilets for three Indian gathering grounds and 23 outdoor toilets for Kickapoo homes: 44 outdoor toilets were constructed.

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7. Building benches for the community hall: ten benches were built.
8. Constructing a 12' x 40' equipment storage building: storage building was completed.

Most of the projects completed with the Title X funds were included in the Kickapoo's Overall Economic Development Plan (OEDP) of November, 1974. The tribe had only a few days' notice to complete the original Title X Proposal: members of the tribal council met and discussed which tribal needs were most critical and could qualify for this funding. The eight projects employed a total of 59 people--all tribal members. In addition to fulfilling long-felt needs of the tribe to improve their physical environment, the project provided local employment, hired many non-English speaking workers and strengthened the community ties within the tribe.

II. Project Area

McCloud, Oklahoma is the central location for the Kickapoo Tribe of Oklahoma. McCloud is located in Pottawatomie County, twenty-one miles east of Oklahoma City in the sandstone hills region of central Oklahoma. The Kickapoo tribe has a total membership of 1261; approximately 529 members live in the vicinity of McCloud. Most of the other tribal members live near Nacimiento, Mexico, about 120 miles from Piedras Negras. Members of the Mexican Kickapoo community use McCloud as a resting point in their journey north for migrant work. The Oklahoma Kickapoos formally represent the entire tribe and are one of five tribes belonging to the non-profit organization called the Central Tribes of the Shawnee Area, Inc. (CTSA). The CTSA acts as an umbrella agency to assist the Kickapoos, Absentee Shawnee, Pottawatomie, Iowa, and Sac and Fox.

The Kickapoo tribal community center is situated two miles north of McCloud on the 17.50 acres of land given in trust to the Kickapoo. Individual allotments of land to tribal members total 6,128 acres. Tribal members live in the three county area surrounding McCloud: Lincoln, Oklahoma, and Pottawatomie countries. Most of the land in the area is marshy swampland. Inadequate drainage resulted in a mosquito infested area near the community center and severe flooding of individual home sites.

Employment opportunities in the area include agriculture, retail trade, construction work, an Air Force base, state hospitals and universities. Agriculture, livestock products and retail trade dominate the local economy.

Unemployment during the period of 1967-71 ranged from 4.0% to 5.1% for Lincoln County, from 4.2% to 5.8% for the state, and was 19% for the Indians served by the CTSA. In June, 1975, the Shawnee, Oklahoma CETA program documented unemployment at 35% among the CTSA tribal members. Leaders of the Kickapoo Tribe, however, indicated that the Kickapoo unemployment rate was 70%. Many factors contribute to the high unemployment rate among the Kickapoo, including lack of skill training, prior work experience and a high percentage of non-English speaking workers.

Future development plans include constructing additional buildings for a tribal store, museum, auto repair garage and facilities for campers. The development of recreational and educational opportunities, land acquisition, purchase of tribal vehicles and a water study of the nearby Jones area are also needed. Tribal members are exploring possibilities for developing truck farming and have made contacts to explore bringing an established industry to the area for developing a tribally owned industry.

III. Project Relationship to Area Needs and Plans

All eight projects completed with the Title X funds were needs of the tribe which had been expressed in tribal meetings; most are part of the tribe's OEDP. The need for adequate drainage, driveways, and toilets also had been expressed by the tribe's Community Health Representative program. Tribal members had very little lead time to develop a proposal for the project. Therefore, tribal leaders decided which needs were most critical and could meet the criteria for receiving Title X funds.

The need for employment within the tribe was felt very strongly by the tribal leaders. Many tribal members do not speak English and therefore had difficulty finding work in nearby towns. Employment on tribal grounds allowed non-English speaking workers to learn a skill and draw a paycheck--opportunities not otherwise available. The Title X project, therefore, directly addressed both the employment and environmental needs of the tribe. It allowed the Kickapoo to complete construction projects which would not have been completed without such funding while providing employment greatly needed by tribal members.

IV. Impact Checklist

Demand for project output:
High tribal need for both the physical improvements and the employment provided.

Relationship to area plans:
All projects were part of the Kickapoo Overall Economic Development Plan.

Use of project output:
Work done on the community and surrounding tribal lands is being used by the entire tribal community. Drainage of tribal land and homesites and building driveways has eased health and transportation problems; building 44 outdoor toilets provided needed facilities for families and for the community.

Influence on particular locational or developmental decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
Substantial impact on the individual families for whom drainage, filling, clearing, and beautifying of central lands provide space for recreation not previously available, including a new baseball field. Employment on tribal lands improved community relations.

Short-term employee impact:
A total of 59 tribal members were employed.

Human capital development:
On the job training was informally provided; through CETA funds, the tribe held job-related workshops on health and safety, first-aid, language and office skills.

Community satisfaction/acceptance:
The tribal community was very happy with the work provided and the project completed; Title X provided work and outputs not otherwise available.

Influence on the development process:
Minimal, except for some education of tribal leaders about other sources of funding.

Probable long-term economic impacts:
None.

V. Summary Impact Assessment

The immediate job creation/payroll benefit impacts are the economic impacts which can be attributed to Title X. Of the 59 workers employed, 38 are currently unemployed and only 6 have found other jobs. Individual families who were provided with driveways and outdoor toilets have expressed great satisfaction with the project. Certainly their lives have been made easier.

The project was a great boost for the tribal community because it provided jobs for workers who have difficulty finding employment outside of their own community. There is a very strong need for local employment for the Kickapoo, the Title X project met this need for a short time.

Project ID#: 013102086
Project Type: 119, Public Works Construction
Total Funds: $200,000
Title X Funds: $160,000
Total Title X Employees: 37
Sponsoring Agency: COMEDA

STATE PIER RECONSTRUCTION
BOURNE, MASSACHUSETTS

I. Project Description and Outputs

This project repaired a deteriorating pier and renovated a classroom at the Massachusetts Maritime Academy. The state pier recently developed a large hole in its bulkhead and the state gave the Academy $40,000 to make repairs to the pier. Twenty percent of the pier could not be used, and it was possible that the hole could get bigger unless complete repairs were made. The Title X grant ($160,000) allowed the Academy not only to repair its pier, but also to renovate one of its major classroom buildings. The classroom renovation accounted for around 65 percent of the Title X funds, and the pier accounted for the remainder.

The Academy ran the project and hired the majority of employees, including the supervisors, from the local Department of Employment Security in the neighboring town of Wareham. The Academy submitted work orders for specific skills that were needed, such as carpenters and painters. In a few cases, it was necessary to hire employees from outside the area since specific skills could not always be found in the Bourne area. All Title X employees became temporary state employees and received the same wages and benefits as regular state employees with the same job classification.

The Massachusetts Maritime Academy is part of the state college system and trains engineers and officers for the merchant marine. Its current enrollment is 800 full-time students, a four-fold increase since the late sixties. Although the Academy received state money during the late sixties and early seventies for new construction, it currently receives funding only for maintenance and operating expenses and has difficulty in obtaining money for any major improvements.

II. Project Area

Bourne is located in southeastern Massachusetts at the beginning of Cape Cod, 61 miles southeast of Boston. The Cape Cod Canal winds through the town in an east to southwest direction. Bourne is part of Barnstable County, which includes most of the Cape. Its year-round population was 12,636 in 1970, a decline of 9.8 percent since 1960. Since 1970, although Barnstable County experienced a 31 percent increase in population, Bourne's population continued to decline. This decline stemmed primarily from personnel cutbacks at Otis Air Force Base (located in Bourne and neighboring Sandwich), which were not compensated for by in-migration (Bourne experienced less of a boom in the late 60's and early 70's than did other Cape towns.) Bourne's economy at one time centered on shipbuilding and later, fishing. However, at present, the key source of employment is tourism, government (Otis Air Force Base) and to a lesser degree, cranberry growing and dairying.

Bourne's average unemployment rate is somewhat similar to that of the Commonwealth. Higher off-season unemployment balances against lower unemployment during the summer months and produces an annual unemployment rate only somewhat higher than that of the Commonwealth. Although Bourne's unemployment rate is similar to the state's, median income figures indicate that workers in Bourne generally occupy lower paying jobs. (Median income in Bourne was $7264 in 1970 compared to the state median of $10,835.) Furthermore, local officials feel that Department of Employment Security figures undercount the incidence of unemployment since many persons are self-employed and never show up in Department of Employment Security Statistics.

III. Relationship to Area Needs and Plans

Although the Maritime Academy is important in Bourne's economy, it does not enter in the area's plans for economic development. Currently, the major development plan specific to the Bourne area is the development of the Taylor Point area as a marina for pleasure craft.

Bourne and the other Cape towns are members of the Cape Cod Planning and Economic Development Commission. The Commission's plans for economic development include attracting environmentally compatible businesses through a recruitment program, encouraging year-round tourism, and expanding the Cape's fishing industry.

Bourne's needs for economic development are similar to those for the Cape and include the following needs:

- To attract year round employers to offset cyclical trends;
- To attract a wider tax base to support increasing demand for services placed on towns by recent in-migration, and
- To provide employment opportunities for persons entering the labor force for the first time, particularly those with college training and special skills.

Bourne also has specific needs which only indirectly affect the Cape area. The Defense Department reduced its military expenditures at Otis Air Force Base in the last few years from 35 million to 9 million. This resulted in a loss of jobs and revenue for the Bourne area. However, recently, the Defense Department decided to build a Veteran's Administration cemetery and radar center at Otis Air Force Base, which should mitigate some of these effects and stimulate the economy in both the short and long run. Secondly, all Cape traffic is now routed through Bourne's main street, since Route 25 does not connect directly to the Cape highway. This has resulted in the development of seasonal businesses in Bourne and may have discouraged second home development and high quality tourist facilities that characterize much of the rest of the Cape.

IV. Impact Checklist

Demand for project output:
Localized demand at Academy for renovations to classroom.

Relationship to area plans:
None, although once the grant application was submitted, the project was listed in the OEDP.

Use of project output:

Academy and community use the pier and classroom building; the Bourne community uses the Pier for fishing and picnicing and the classroom building for continuing education courses.

Influence on particular locational or development decision:

None.

Impact on critical development blockage:

None.

Leveraging of concurrent funds:

$40,000 from state funds for the pier repairs.

Leveraging of additional funds:

None.

Qualify of life impact:

Increased use of pier, improved learning environment at Academy classroom.

Short-term employee impact:

The project coordinator and another employee were hired by the Academy at the conclusion of the project.

Human capital development:

None.

Community satisfaction/acceptance:

Low visibility. Only persons enrolled in the continuing education program know that the classroom building has been modernized, and the pier repairs were finished after the main fishing season was over.

Influence on the development process:

None.

Probable long-term economic impacts:

Very little.

V. Summary Impact Assessment

The major impact of the Title X funds was to renovate the classroom building, since the state had already allocated funds to repair the pier. The major accomplishment, therefore, to assess is the classroom building repairs.

The Academy employs 170-180 employees, operates on an annual budget of approximately 2.5 million dollars (90 percent of which is salaries) and has an enrollment of 800 cadets. It is one of the largest employers in Bourne and is important to the local economy. If repairs had not been made to the classroom building, there is no reason to assume that the operation of the Academy would have been hampered, since the building was not a safety hazard. If an emergency situation had existed, the state probably would have funded repairs, since it did come up with the money to repair the pier (which was in an emergency situation). One can conclude that there was very little economic impact. Instead, the major impact was to benefit the users of the facility.

Project ID#: 04625291606

Project Type: 115, Public Works Construction

Total Funds: $166,000

Title X Funds: $166,000

Total Title X Employees: 32

Sponsoring Agency: ARC

ADDITION TO PHYSICAL EDUCATION FACILITIES OCONEE COUNTY (WALHALLA), NORTH CAROLINA

I. Project Description and Outputs

This Title X project constructed two new locker room facilities of approximately 6,000 square feet at a small rural high school in Oconee County. In addition to the new construction to the gymnasium building, the existing locker rooms were renovated for visiting team facilities. The gymnasium was also renovated; the floor was refinished and the roof was replaced.

The project grantee was Oconee County. Total costs were $166,000, of which 2.7% was allocated to the Appalachian Council of Governments (COG) for administration, 57% was devoted to labor and the remaining approximately 40% was spent on materials and equipment. The construction work was carried out by a local private contractor. Approximately 38% of the participants were drawn from the ranks of the unemployed. A total project work force numbered 32, six of whom were retained by the contractor after completion of the project. A relatively large number of participants, 18, were assisted in securing permanent employment in the private sector upon project completion, with only 8 persons returning to an unemployed status.

Particularly notable about this project and several other projects undertaken in the seven county South Carolina Appalachian Region, is the procedure followed for project planning and monitoring. The local COG, and the South Carolina Council of Governments, provided ongoing technical assistance to the program grantees. This included initial assistance in the grant application process, followed by the implementation of internal program management procedures, wherein planned goals were established for each quarter. Quarterly reports were subsequently filed which related actual achievements to planned achievements. The result of this procedure was higher project productivity and a more efficient utilization of funds and materials. One individual from the COG served as the Title X coordinator, thereby eliminating confusion on the part of contractors and grant recipients. The procedures also were useful in helping the individual projects achieve guideline goals such as the recruitment of unemployed persons and the career and skill development of program participants.

II. Project Area

Oconee County occupies approximately 654 square miles of land area at the extreme western tip of South Carolina. The county is at the foothills of the Appalachians and has a rugged terrain. Its estimated 1973 population was 43,500 persons, up from its 1970 figure of 40,728. In the decade of the 1960's, the county grew by 1.3%. Approximately one third of the county resides in urban areas, nearly all of whom live within the tri-city area of Westminster (population 2,553-1973 est.), Seneca (population 6,982-1973 est.), and the county seat Walhalla (population 3,362-1973 est.). The county has significantly increased its proportion of urban residents from 17.3% in 1950. It is nonetheless the most rural of the six counties within the state's Appalachia region. This rural character makes it difficult for any market and economic centers to be developed which will service the entire county.

The labor force numbers approximately 17,000 individuals. Unemployment rates have fluctuated widely in recent years from 10.7% in November, 1975 to 4.9% in November, 1976. Despite the high proportion of rural population, agriculture represents a relatively small part of the county employment picture, with less than one percent of the work force. Manufacturing predominates the labor force with approximately 56% of total employment. Within the manufacturing sector, approximately 63% of all workers are employed in textiles and apparel. The manufacturing sector has, however, become increasingly more diversified with the largest employer in the county, Sangamo Electric Company manufacturing meters and communication products with a work force of 883. Recent years also saw the completion of a massive nuclear power plant in the county. The new plant, operated by the Duke Power Company, pays $4.5 million in property taxes to the county. To provide cooling waters for the plant, 18,500 acres of land were flooded forming man-made lakes which have stimulated growth in the tourist industry. Vacation and retirement homes have been developed along the shore fronts. These new developments have increased employment in the wholesale and retail trade sector, an area which has grown rapidly in recent years, as has contract construction.

III. Project Relationship to Area Needs and Plans

In June 1976 the Overall Economic Development Program for the county was updated. The project priorities listed encompassed nearly all of the functional areas of concern for local government. Listed in the document was the stated need to renovate and expand public school recreational facilities. In a narrow sense, therefore, the project was consistent with area needs and plans.

In fact, however, the actual project was only remotely related to economic development--in the sense of upgrading the physical facilities of the local school system and thus improving the community infrastructure. It is unrealistic to assume that the project will influence any development decision. However, the project did succeed, in a substantial way, in upgrading the work skills and therefore employability of 24 project participants.

IV. Impact Checklist

Demand for project output:
Great in a micro sense (the high school), insignificant in a macro sense--the county.

Relationship to area plans:
Project indirectly mentioned in OEPD, however, indirectly related to actual economic development plans.

Use of project output:
Immediate, participation rates at school's physical education programs have increased.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
The high school facilities are improved for those who use it.

Short-term employee impact:
32 unemployed persons and under-employed construction workers were given work with a 75% placement rate after project completion.

Human capital development:
Considerable skill elevation.

Community satisfaction/acceptance:
Those in the community around the high school are very satisfied.

Influence on the development process:
None.

Probable long-term economic impact:
None.

V. Summary Impact

While the project will have little significant impact on local development efforts, it nonetheless enjoyed successes on many fronts. The project was well planned and well executed. Record-keeping and internal management was notable, as was the productivity of workers. The participants enjoyed considerable career development and a very high percentage of unemployed persons were hired by the project. The role which the local COG played is of special note and is worthy of emulation elsewhere.

It is extremely doubtful that the project would have been undertaken without the Title X monies, due to the fact that it would have required 100% county funding. The project's outputs were significant and important for the students of the high school. The project increased participation in the athletic program, and generated a more positive attitude toward physical education on the part of students. Safety at the gym was also improved. Previously, leaking water dripping on the basketball courts presented a serious safety hazard during games. In addition, the lack of sufficient locker space necessitated the transportation of uniforms by the students for each gym session.

Additional impacts from the project included stimulation to the locally-depressed construction industry, and development of new skills by formerly unskilled participants. The purchase of construction materials in the local area added new dollars to the local economy.

Project ID#: 04625299906

Project Type: 115, Public Works Construction

Total Funds: $128,152

Title X Funds: $120,152

Total Title X Employees: 64

Sponsoring Agency: ARC

EXPANDING RECREATIONAL FACILITIES FOR THE HANDICAPPED CLEMSON, SOUTH CAROLINA

I. Project Description and Outputs

Clemson University's Department of Physical Plant was the grantee for this $128,152 project. The purpose of the project was to expand the physical facilities of a camp site for the physically and mentally handicapped on a wooded lake front approximately seven miles from the Clemson University Campus. Known as Camp Hope, it is located on land donated by Clemson University for this special purpose. In addition to Clemson's donation of land, the nonprofit foundation which owns and operates the camp area has received financial support from the State of South Carolina and from various private individuals and civic organizations. For example, a company of engineers from the U.S. Army Reserves donated two weeks of labor during their summer camp to construct an access road and to complete other site improvements. All architectural and engineering services have been provided by the University free of charge.

Construction work on the Camp Hope project was first initiated approximately three years ago. The camp, when fully completed, will consist of two subcamps, each of which will have 10 cabins and a design capacity of 30 residents. The camp will also have a central dining and meeting facility of approximately 10,800 sq. ft. Prior to the start-up of the Title X project a total of 10 cabin structures were located on-site, five were complete and five were only shells. The Title X employees finished these five cabins. The work consisted of both exterior and interior construction including the installation of utilities. In addition, the Title X employees erected the support beams and roof of the dining facility, completed most of the stone masonry work, including much of the large central fireplace. Further, most of an adjacent amphitheater was completed by the project staff.

Approximately 87% of the total project monies were devoted to labor. All of the participants on the project were certified as unemployed prior to their Title X involvement. Approximately 20% of the employees had previous building trade experience, including carpenters and stone masons. Participants, like those on the other Clemson University projects, became state employees for the duration of the project and were accordingly entitled to sick and holiday leave, benefits paid directly by the university. Out of the total project work force of 64, one was retained by the Department of Physical Plant; eight found other permanent work and 49 are unaccounted for.

The planned work force for the project was 16. An extremely high turnover rate resulted in the employment of 64 different individuals. All of the factors which caused the high turnover rate on the grounds project were operating here as well, the most important of which was the low wages.

II. The Project Area

A description of the project area is found in the write-up of the Clemson Horticultural Project.

III. Project Relationship to Area Plans

The Camp Hope project had little relationship to local development plans. The primary focus of the project was the provision of needed social service facilities which will provide benefits to much of the state's special population. Because Camp Hope is a charitable institution, the project outputs could be thought of as a charitable contribution undertaken jointly by the University and the state with major support provided by Title X.

The local area did enjoy some project benefits, however. All of the employees were previously unemployed area residents. In addition, most of the materials which were used in the construction activity were purchased locally. Indeed the wood and stone used in the construction were produced in the general area. In addition, the local labor force enjoyed a slight upgrading due to the construction skills acquired by several of the previously unskilled participants.

IV. Impact Checklist

Demand for project output:
The project helped fill an important, unmet social service need in the state.

Relationship to area plans:
Almost none.

Use of project output:
It is anticipated that with its doubled capacity, Camp Hope will be able to accommodate more visitors next summer.

Influence on a particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
The success of Camp Hope to date has been its ability to leverage funds from various sources. These projects involved university, state and Title X monies.

Leveraging of additional funds:
The ongoing availability of funds cannot be directly linked to the Title X project.

Quality of life:
The project constitutes a highly significant QOL improvement for the special population which will be able to use the facility.

Short-term employee impact:
The project provided employment to 64 previously unemployed persons.

Human capital development:
Some participants learned construction related skills.

Community satisfaction/acceptance:
This was a well publicized, popular program.

Influence on the development process:
None.

Probable long-term economic impacts:
The existence of such a facility should provide some economic impacts to the local area when it is fully operational. This includes some job generation, and the need for supplies which will most probably be purchased in the local area. Peak demand should come in the summer months when the local service economy is somewhat slack due to the departure of Clemson University students.

V. Summary Assessment

The primary purpose of the project was social service rather than economic development or infrastructure support.

There were, however, some important project accomplishments. Camp Hope is the only facility of its kind in the State of South Carolina. It provides a camp experience for persons in wheelchairs and with various handicaps in an environment which has been totally designed for wheelchaired persons. The primary user group of the camp are handicapped children, to whom most of the programs are offered for free. The camp has also been used for groups of elderly persons. Thus, the entire special population of the State of South Carolina can properly be listed as beneficiaries from the outputs of the project.

Further, the project resulted in the employment of unemployed persons from the three county area (Anderson, Pickens and Oconee). Despite the high turnover rate, many previously unskilled project participants gained new skills in construction, particularly in carpentry, masonry and in electrical wiring. These new skills helped some of the participants secure permanent employment after project termination.

Project ID#: 4615062504

Project Type: 229, Civil Works Construction

Total Funds: $226,800

Title X Funds: $135,600

Total Title X Employees: 21

Sponsoring Agency: CPRC

DRAINAGE PROJECT
MAXTON, NORTH CAROLINA

I. Project Description

This $226,800 project involved the construction of new storm drainage systems and therefore required both highly skilled labor, specialized heavy equipment, and considerable expenditures in materials. In addition to Title X, Maxton received $45,200 in state funds for the project and contributed a $46,000 local share. Much of the project consisted of the excavation of open trenches for drainage in areas of town with unpaved streets. In addition, however, existing trunk line storm drains under existing paved streets were replaced, a capital intensive task involving the laying the concrete culverts and the construction of ditch basins.

The grant recipient for this project was the town of Maxton, however all of the actual work was performed for the town by private contractors. The prime contractor was based in Florence, South Carolina, and hired relatively few Maxton residents. Approximately 8 of the project's 21 employees had formerly been unemployed. The overall project was heavily capital intensive, with only 18% of project monies allocated to labor costs.

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II. Project Area

The town of Maxton is small, relatively poor, and located approximately 20 miles to the west of Lumberton at the western edge of Robeson county. The town's population, 2,070 (1976 est.) has remained fairly constant since 1950 when inhabitants numbered 1,974. Formerly a rail transfer point for agricultural produce, Maxton now serves as a commercial subcenter for the western portion of the county. However, its retail sector has been largely eclipsed by the newer discount shopping centers in Lumberton. The town has five small manufacturers employing a total of 392 persons. The largest, Stedman Mfg. Co., is a "cut and sew" operation manufacturing men's underwear.

In recent years, however, Maxton has become increasingly a bedroom community. Just beyond the town's borders a major industrial park has been developed in Scotland county at the site of a former military airfield. A large LOF Glass factory and a J.P. Stevens textile plant are prominent establishments in the complex which employs several thousand workers. Though the complex provides employment for Maxton and Robeson county residents, all of the tax benefits are enjoyed by Scotland county.

Maxton has not experienced spin-off growth in either its commercial or residential sectors despite the growth in Laurinburg and Scotland county. A reason for this has been Maxton's poor quality of life image. The town has suffered an outmigration of its middle class. Much of the problem relates to poor schools. Following racial disorders in the community during integration, the system lost its white students to private schools and became approximately 72% non-white. The per pupil local expenditure in Maxton is the lowest of any system within the county, 11.58 versus $51.00 in Lumberton, the community with the highest expenditure.

The town of Maxton recognizes that before it can hope to attract major new development of an industrial, commercial or residential nature, large scale investments will be required to improve the community's infrastructure. This includes not only education, but also sewer and water service expansion and additional drainage work. Maxton's task is a difficult one, in view of the overwhelming competitive advantage of neighboring Scotland county. However, its location and the relative low cost of its real estate may make the town a desirable location for ancillary businesses.

III. Project Relationship to Area Needs and Plans

Improved drainage was a critical need in the Maxton area. Many residents in this rural community were surrounded by water for most of the year. Indeed, the problem had created a serious public problem during the summer months. Though the actual project was not included in any of the area-wide economic development plans, improved drainage has long been an established priority. One of the major areas which the project assisted was the low income black households just outside the incorporated town limits. Residents of this area, in addition to suffering from poor drainage, often lack in-door water and plumbing. It is the ultimate goal of the town of Maxton to incorporate this areas. However, in order for this to be feasible, the town must be given assistance in elevating the physical facilities, such as sewer and water. The town has a long way to go in providing basic services to some of its residents--approximately 30% lack sewage service, many do not have a septic system.

It is an established priority of the town of Maxton to invest in the upgrading of public services and thereby make the community more attractive for new development. The drainage project was a necessary and integral element in that process. In addition, the town has been working jointly with the county for the upgrading of the sewage system, and with the Maxton/Laurinburg Airport Commission for the improvement of water service. The town's efforts have been helped by the fact that it has an activist manager and a Council eager to become involved in the federal grant process.

IV. Impact Check List

Demand for project output:

Critical, the drainage problems constituted a serious health menace, and one which the town lacked the resources to remedy itself.

Relationship to area plans:

Direct, in a community development sense, indirect in an industrial development sense.

Use of project output:

Immediate for those areas which were drained, future use for areas to be drained later from branch lines tied into the new main line trunk.

Influence on particular locational or development decision:

None.

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
The town leveraged $45,200 of state monies and $46,000 of local funds.

Leveraging of additional funds:
None.

Quality of life impact:
Substantial and dramatic for those areas remedied. It is speculated that the improved drainage will stimulate private neighborhood improvements.

Short-term employee impacts:
Slight, only 8 members of the work force of 21 had previously been unemployed, and only 4 of the eight were Maxton residents. Most were residents of South Carolina. Two were retained by the contractor.

Human capital development:
Modest, some of the previously unemployed, unskilled participants have become employed with the construction firm, and have learned new skills (mostly pipe laying).

Community satisfaction;acceptance:
Highly visible project in a small town such as Maxton. Very high level of public satisfaction.

Influence on development process:
Indirect, modest.

Probable, long-term economic impacts:
Improvements made will have a permanent and positive impact on the liveability of the community. Very positive social impact.

V. Summary Impact Assessment

While it is difficult to assess the economic impact which the project will have on the development of the town of Maxton, the project was a much needed improvement to the community's infrastructure. Though the project could be criticized for not having employed sufficient Maxton residents or unemployed persons, there are certain trade-offs involved. The town has hired many of the local unemployed in the CETA program, indeed approximately one half of the town's employees are CETA funded. Further, due to the highly specialized capital and equipment intensive nature of the project, it would have been difficult to have hired very many unskilled, hard core unemployed persons.

It should also be noted that there was high satisfaction with the Title X program because it was adaptable to a small town of 2,000 persons. Often such a community, because of its size, is ineligible for many local development programs. However, without the flexibility of the program, the ability to utilize management capabilities and technical expertise of both a consultant engineer and private contractor, the town would have had very serious difficulty in performing the project.

Project ID#: 043102045
Project Type: 240, Civil Works Construction
Total Funds: $300,000
Title X Funds: $240,000
Total Title X Employees: 103
Sponsoring Agency: COMEDA

SIDEWALK RENOVATION
LEXINGTON, MISSISSIPPI

I. Project Description and Output

This $300,000 project, run by the city of Lexington, Mississippi employed a total of 103 persons (start January 1976, end January 1977) to remove dilapidated sidewalks and install new ones. During summer months there were approximately 50 men employed, but due to inefficiencies in allocating this labor, the work force was cut back to about 25 men. The North Central Planning and Development District filed the grant application for Lexington after getting a commitment from the town for a 20% share of the project ($240,000 Title X, $60,000 Lexington). The size of the grant enabled the city to replace all cracked and deteriorating sidewalks, and install new ones where none had ever existed.

The construction supervisor for the project acted as foreman, hiring the project employees from applications taken by city hall and referrals from the State Employment Office. Two advertisements in the local paper and a sign in the town hall window supplied a surplus of candidates for the jobs available. Unskilled laborers received $2.30 per hour with raises to $3.00 after several weeks of satisfactory work performance. Although most of the work required no previous training, five employees were hired to do the more skilled work of preparing the forms into which the concrete was poured, finishing the surface of the sidewalks with masonry tools to impart a smooth surface, and operating some of the heavy equipment. These more skilled employees received $3.00-4.00 per hour depending on prior work experience.

The construction supervisor had worked with the town road department as an employee before the project began and knew the necessary steps involved in demolition, removal, and installation of sidewalks. Some sections of sidewalk were cracked and sloped in different direction because the roots from nearby trees had penetrated the concrete as the trees grew larger. In cases where trees were a continuing obstruction, they were removed. Jack hammers and sledge hammers were used to remove the existing sidewalk sections. Adjacent land was often regraded and seeded to improve drainage and aesthetics. In a few cases new curbings and retainer walls were installed to make the roadways compatible with the new work. Ramps for wheelchairs at cross walks in the town square were also included.

Although town officials reported that virtually all the sidewalks were repaired or replaced, five specific areas were identified as major work sites:

Pecan Street

In a predominantly black neighborhood, sidewalks were installed where none had existed.

Spring Street

Three-quarters of a mile of new sidewalk was installed with some repairs to salvageable sections.

Boulevard

One mile of new sidewalk was poured with some repairs to sections that were salvageable.

North Street

It never had sidewalks and had all new sections poured.

Race Street

Badly cracked sidewalks were removed before new ones were installed.

The shopping district around the town square had sections widened and replaced with an aesthetic textured surface.

II. Project Area

Lexington is a small town located in central Mississippi three miles from Interstate 55. The population trend has been one of outward migration, undoubtedly because there is limited job opportunity, high unemployment (12%) and few signs of economic revitalization.

Population Trends

	1960	1970	1973 est.	% change 1960-70	% change 1970-73
Lexington	2839	2756	2604	-2.9	-5.5

The population by race is nearly equal, 1324 whites and 1414 blacks. Indicative of the population trends within Lexington is the outmigration from Holmes County which shows a loss of 7040 people during 1960-70, with most of this loss occurring among non-whites (6750).

No employment statistics are available for Lexington as a separate geographical division within Holmes County, but the county statistics are indicative of the same type of trends affecting this small town. Agricultural employment has declined, and although manufacturing services and government employment has increased, the net result has been fewer jobs and increased unemployment. Unemployment figures compiled by the Mississippi Employment Security Commission for Holmes County reveal that both the number and percentage of unemployed persons has been consistently higher than in neighboring counties. Since 1964, unemployment has been double digit in four of the ten years, hitting a high of 13.8% in 1974.

No industrial sites are in existence in Lexington. In fact the town shows only two manufacturing businesses within city limits, Lexington Concrete & Block Company employing 12 persons, and Lexington Industries, a textile company employing 125 persons. Prospects for new jobs through industrial development in Holmes are not encouraging. By 1979 only 480 new jobs are projected by the Mississippi Research and Development Center.

These facts--declining population, declining agriculture employment, high overall unemployment, lack of new industry, and lack of economic development plans combine to paint a rather dismal future for Holmes county and the town of Lexington. With a declining tax base due to outmigration and the lack of offsetting tax increases from new industry, services can be expected to decline as well.

III. Project Relationship to Area Needs and Plans

The installation of new sidewalks in Lexington does not appear to reflect any particular priorities of either the town or the county. New sidewalks may improve the cosmetic, aesthetic appearance of Lexington, but will do nothing to create new jobs within the towns' infrastructure, or persuade industry to locate in Lexington.

The need to create jobs was certainly legitimate however, based on the high rate of unemployment (12%) in 1976. There were no citizen inputs into the decision about what type of Title X project should be undertaken by the city. The mayor voiced some reservations about the appropriateness of spending $300,000 on new sidewalks when mosquito control and refurbishment of the town park seemed more pressing as town priorities. This viewpoint was underscored by a few residents who specifically requested that sidewalks not be placed in front of their homes--a request that was honored.

IV. Impact Checklist

Demand for project output:
New sidewalks were not perceived as a pressing need by either town officials or residents.

Relationship to area plans:
Weak.

Use of Project output:
Residents can now walk on sidewalks instead of the street in places where there were none before. Replacement of sidewalks in central business district, and addition of wheelchair ramps at corners were considered most important.

Influence on particular locational or developmental decision:
None.

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
Town contributed $60,000 to $300,000 project costs.

Leveraging of additional funds:
None.

Service/quality of life impact:
Sidewalks indirectly improve quality of life by reducing injuries to elderly who might have fallen due to unevenness of old sidewalks.

Short-term employee impact:

Two Title X employees may be hired by town after project ends.

Human capital development:

This was minimal since no training was given.

Community satisfaction/acceptance:

Some residents asked that sidewalks not be installed in front of their homes; other residents expressed appreciation for new walk ways where none had existed before.

Influence on development process:

None.

Probable long-term economic impact:

The town saved $240,000 on sidewalks.

V. Summary Impact Assessment

This project comes close to earning the label of a make work project that offered little real improvement to either the services or economic vitality of Lexington. It is hard to justify spending $300,000 for new sidewalks in a town of 2,600 except to improve the unemployment situation. No follow-up data was available to trace the effects on project employees. Some may have succeeded in finding employment in the private sector, but many went back on unemployment.

There were certain benefits accruing from the project such as beautification to the business districts, getting children out of the street by adding sidewalks in front of the schools, minimizing potential accidents to pedestrians who might have tripped on the old cracked, uneven sidewalks, and easing maintenance of public buildings and businesses by reducing the amount of mud, dirt and water that was tracked into these places before the new sidewalks were installed.

Project ID#: 013102069

Project Type: 234, Civil Works Construction

Total Funds: $204,500

Title X Funds: $163,600

Total Title X Employees: 30

Sponsoring Agency: COMEDA

COMMUNITY IMPROVEMENTS
MARTINSBURG, WEST VIRGINIA

I. Project Description and Outputs

The city of Martinsburg used their Title X funds to rehabilitate, renovate, and landscape its Central Business District. Coordinated through the City Engineer and Public Works Office, the city used Title X, state, city and private funds to hire 30 unemployed workers to renovate sidewalks, bury electric lines, repave the streets, install street planters and develop two miniparks in efforts to upgrade and preserve the Central Business District (CBD).

To date, the project has allowed the city to renovate three blocks (1200 feet) of Queen Street by installing 2400 feet of brick sidewalks and curbing 35 trees and additional shrubs, place all electrical wiring for lighting and traffic control underground, and improve and repair sewers and waterlines while the street and sidewalks were torn up. The utility companies were able to make necessary repairs at the same time. The two landscaped miniparks (35' x 54' and 52' x 31') were also built. The parks include 14 trees, a fountain, and a flagpole. The total project required 10,000 feet of electrical conduit, 150 feet of sewer pipe, and 700 cubic yards of concrete.

The 30 employees were hired through the local (Martinsburg) Unemployment Office, except for two skilled concrete finishers, who were unemployed in Pennsylvania and Maryland. The project had planned to spend 65% of its funds on labor, but to date has spent only 57% of its funds on labor. While no training was intended as part of the project, brick paving and carpentry skills were taught to many of the workers.

The project began on February 26, 1976 and was scheduled to end December 31, 1976. Due to changes in plans, the harshness of the current winter, and the fact that as of February 1, 1977 there are approximately $30,000 unspent, the Huntington EDA office has extended the project to May, 1977. The remaining funds will allow new sidewalks to be installed on King Street, west of Queen Street.

II. Project Area

Martinsburg, situated in Berkeley County, is in northeastern West Virginia (the Eastern Panhandle) and is bordered by Alleghany and Washington Counties, Maryland in the north and east, by Virginia on the southeast and southwest. Pennsylvania is only fifteen miles to the north. The county has only 85 miles of primary roads and 413 miles of secondary roads, with an additional 26 miles of Interstate.

Martinsburg is the major city and county seat and had a 1970 population of 14,626 (a 6.4% decline from the 15,179 in 1960). Berkeley County is 59.8% urban, with a total of 36,356 people in 1970. The three county area for which Martinsburg is the central city, consists of Berkeley, Jefferson and Morgan counties, with a combined population of 65,971 in 1970. In 1975 the three counties had monthly unemployment rates as high as 11%, while in 1974 the area averaged 6% unemployed.

The General Motors Distribution Center, (which employs over 900 people) contributed over $19 million to the Martinsburg area economy in 1976 with $13.8 million in direct payroll (approximately 20% of the industrial payroll of the three-county area).

Martinsburg's Central Business District competes with three major shopping centers, two free-standing discount stores, and a number of small convenience centers. Another shopping mall is now in the planning stage.

III. Project Relationship to Area Needs and Plans

Ten years ago the Martinsburg Chamber of Commerce initiated planning to renovate three blocks in the Central Business District (CBD). The CBD had been losing businesses to a new shopping mall only three miles outside of town. Local merchants feared further losses to the developing malls, and the city needed to maintain its revenue base from the local business occupancy tax which is based on sales volume. A local engineering and architectural firm worked with the Chamber of Commerce and in 1974 presented their proposal for redevelopment to the City Council.

The development plan favored by the merchants and City Council was estimated to cost $281,106 for the three blocks of Queen Street and an additional $129,000 for two mini-parks at Queen and King Streets. However, the city could not afford to fund a project of this size. One proposed solution was to establish a Special Taxing District comprised of the CBD area and to assess these property owners at a much higher rate. This plan required a referendum and the approval of a majority of the voters within the proposed Special Taxing District. Local officials and businessmen did not believe that such a referendum would pass.

The Region Nine Planning Commission had been aware of Martinsburg's needs and efforts to maintain its business district. The Commission informed Martinsburg's City Manager about the availability of Title X funds and arranged for an EDA representative to meet with city officials. In 1975 the City Manager submitted a grant application to EDA for the Central Business District project. The EDA grant of $163,600 was matched by $40,900 of city funds ($25,000 cash, $15,900 in-kind labor and equipment) and $3,200 from the Downtown Merchants Association (a portion of the Chamber of Commerce) installation of electric lines to street planters for promotional displays. The state contributed $55,000 for street paving along Queen Street while the city installed new sidewalks, curbs, and street planters.

IV. Impact Checklist

Demand for project output:
Real and recognized prior to existence of Title X.

Relationship to area plans:
Preservation and revitalization of CBD essential to maintaining Martinsburg's economic base.

Use of project output:
The CBD looks and operates better. Local businesses are renovating their storefronts. It is too soon after project completion to assess increase in business, traffic, or use of miniparks.

Influence on particular locational or development decision:
Local businesses and Chamber of Commerce identified project area. Project designed more to retain businesses than to attract new ones.

Impact on critical development blockage:

Utilities and city had the opportunity to repair water and gas lines, state was able to repave street, and merchants had opportunity to renovate store fronts and electrify street planters. Entire project would not have occurred without Title X.

Leveraging of concurrent funds:

The city would not have allocated $40,000 for the project without Title X, nor would businesses have allocated $3,200 for electrification of planters.

Leveraging of additional funds:

Additional $38,000 spent replacing water, sewer, and service lines.

Quality of life impact:

CBD much more attractive and accessible to pedestrians. Ramps for handicapped installed at intersections. Street planters, tress, brick sidewalks and miniparks are esthetically pleasing. Maintaining local businesses makes shopping easier for local and elderly residents.

Short-term employee impact:

Thirty workers employed during project. Last nine laid off December 13, will be rehired in March to finish project by May. Brick laying and carpentry skills taught. Employees earned $3.25 per hour as laborers, $5 to 5.50 as brick layers.

Human capital development:

None planned; indirect at best as skills developed on the job. Prior to Title X, city had planned to contract out the job if and when funds were available.

Community satisfaction/acceptance:

Very good community reaction to project outcome. Merchants would have preferred even smaller loss of parking spaces on Queen Street and at miniparks. Architect/planner and elderly would have preferred the retention of planned benches, removed from the plan at the request of merchants.

Influence on the development process:

Project was developed and influenced by Chamber of Commerce, local downtown merchants, local private architect/planner, City Council, and public hearings. There was no county or regional input, nor any specific input from the financial community other than its membership in the Chamber of Commerce.

Probable long-term economic impacts:

The project will encourage businesses to remain in the city, and may increase their revenues by attracting customers.

V. Summary Impact Assessment

The Title X project relieved a pressing need for the City of Martinsburg. Whether the Central Business District will thrive or not depends largely on future efforts of the downtown businesses. However, the stabilization of the CBD provides the city with a needed revenue base from property taxes and the business occupancy tax of .3% of gross sales. If the area's businesses can coordinate promotional activities and be competitive in the prices and quality of services provided, then this project was worthwhile from their viewpoint.

Title X funds allowed the city to implement a project ten years in the planning. The project coordinator worked with crews of other city departments, the state, and the utility companies to obtain maximum benefits from the exposed sewer, water and gas lines as the work progressed. Future maintenance of sewers and streets in the CBD will be greatly reduced as a result of this project. The city will have to increase its payroll by one full time job to maintain the trees, shrubs, planters, and miniparks. Overall, the project provided needed support for a city striving to maintain a healthy, growing economy.

Project ID#: 04615198904

Project Type: 230, Civil Works Construction

Total Funds: $197,000

Title X Funds: $157,600

Total Title X Employees: 44

Sponsoring Agency: CPRC

FLOOD CONTROL
ADEL, GEORGIA

I. Project Description

Adel Georgia has been plagued by drainage problems from the days when town residents first settled the area and named their town "Puddlesville." This project employed a total of 44 laborers to dig drainage ditches, dredge Bear Creek, install drainage tile, and shore up eroding embankments with riprap (burlap bags filled with a mixture of cement and sand). Approximately 20 miles of drainage ditches were either cleaned or dug. In addition, removal of trees, tires, abandoned cars and general debris from Bear Creek will improve the flow of water during periods of heavy rains.

A combination of factors have contributed to the drainage problems: the terrain in Adel is extremely flat, the water table ranges from 6-15 feet below the land surface; three ponds have been land filled as the town's need for land increased. Although the drainage situation is most severe in winter and early spring months when rainfall is heaviest, standing water is a year round occurrence, with mosquito control and sanitation problems during the spring and summer months.

The Coastal Plains Area Planning and Development Commission contacted the Adel City Manager in November, 1975 and helped him prepare the Title X application requesting $157,600. Despite the availability of this money plus $39,400 committed by the city of Adel, only $62,586 of the Title X funds and $15,646 of the city funds were expended. The reason given for the shortfall in expenditures was the unavailability of labor to work on the project.

The City Manager administered the project with the Public Works Director acting as project supervisor in charge of hiring and overseeing the site work. Although no formal economic development plan exists for Adel or Cook County, prior engineering studies had identified the need for improved drainage, estimated to cost $200,000, with a complete set of plans stipulating locations and specifications for completing the system of drainage ditches to eliminate the town's water problem.

II. Project Area

Despite the pressure of Interstate 75, Georgia Southern and Florida Railway, and Southern Railway, Adel remains a small town (5,500 population) that prosperity seems to have passed by. Housing stock appears to be antiquated, often in poor repair. Three major firms located in Adel provide employment for residents in the county, (Del Cook Lumber Co., Metal Products Division, Thompson Industries, and C&D Sportswear Co. Inc.). Total manufacturing employment in the county totals 1335 jobs. No statistics are available in the service sector nor are unemployment statistics recorded. However, Adel's City Manager estimated a 6% unemployment rate during 1976.

Given the limited planning and economic data available for Adel, it appears that there is a reasonable employment base but the low skill, low pay positions available have not contributed to overall prosperity.

III. Project Relationship to Area Needs

Visual inspection of Adel confirmed the fact that drainage ditches criss-cross backyards, side streets, and parallel nearly every street in town. According to the City Manager, this surface drainage system was first begun in the late 1880's, expanded during the 1930's but neglected during the last forty years. The accumulation of silt in the ditches prevented adequate water flow; galvanized pipe connecting ditches between streets and driveways had become clogged, or collapsed. Several houses situated near drainage ditches where erosion had been severe were in danger of losing their foundations. After heavy rains, water would fill the drainage ditches (which were in many cases disfunctional) spill over into residents' yards and cover streets. Children who went to Adel Junion High had to wade through knee deep water several times each month because there was inadequate drainage around the school. This standing water would eventually evaporate or soak into the ground, but only after several days, or sometimes weeks, had passed. To alleviate this problem, the depth of the ditches was increased, culverts were installed and most importantly, ditches were connected to each other so that an overall movement of water would promote drainage.

IV. Impact Checklist

Demand for project output:

There was widespread acknowledgement that Adel had inadequate drainage, yet a low level of community dissatisfaction.

Relationship to area plans:

No Overall Economic Development Plan exists, but engineering studies for improved flood control and sewer service had identified the need to eliminate standing water in certain areas in town.

Use of project output:

Residents had drier feet, less mud tracked into their houses, improved sanitary conditions, and reduced areas of mosquito infestation.

Influence on locational or developmental decision:

None.

Impact on development blockage:

None.

Leveraging of concurrent funds:

City contributed $16,646 plus in kind contributions of supervisory personnel and use of trucks, grader, backhoe, sand and cement.

Leveraging of additional funds:

None.

Quality of life impact:

Minority residential areas are no longer under water 6 months of the year. Sewer system is less likely to be flooded. Roads are more easily traveled without interference of water and mud.

Short-term employee impact:

A minimal number of employees were hired by the city. Three were hired by the construction contractor working on Adel public works project.

Human capital development:

No specific training or job skills.

Community satisfaction/acceptance:

Residents expressed some mixed reactions. The owner of one house wrote a letter to the mayor to thank the city for saving his house from falling off its foundation into an eroding gully. Other residents reacted by continually dumping their trash into the nearby drainage ditch.

Influence on the development process:
There was no direct influence, but a cleaner, drier Adel is a more attractive environment.

Probable long-term economic impacts:
None.

V. Summary Impact Assessment

The obvious short-term impact on Adel was the employment of 44 unemployed laborers who would have remained out of work if the project had not existed. The physical impact on Adel from the project is the elimination of perhaps 75% of the standing water that collects after every rainfall. The impacts will last for at least five years, possibly more. But gradually, ditches will become filled with silt, drains will become clogged and residents will have to contend with the effects of inadequate surface water drainage. Community satisfaction and reaction to the Title X project work has been minimal. Since there was no organized outcry about the lack of drainage, it is not surprising that the community has done little to acknowledge the improvements.

Adel has a relatively low unemployment rate, 6%, and an active manufacturing business sector. The impact of the Title X Project (drainage ditch improvements) affects the quality of life rather than the economic situation. The original name of the town, "Puddlesville" indicates the magnitude of the problem faced by Adel residents after several days, or weeks of rain. There is no question that this project and the current sewer system public works project are essential for the town to improve basic sanitary services. It is unfortunate, however, that a project estimated to cost $200,000 to complete could only spend $62,586 of the project funds. The project director couldn't find enough laborers to hire with Title X funds. More laborers would have meant more of the renovations to the drainage ditches could have been completed. Without the project funds none of the improvements could have been carried out by Adel.

ECONOMIC BACKGROUND AND DEVELOPMENT PLANS
STATE OF RHODE ISLAND

This section augments the discussion of three Title X projects in Rhode Island: Warwick, West Warwick, and Bristol. Since the State of Rhode Island is so small, the entire state can be considered one economic region. A discussion of local economic and employment conditions is incomplete without a state overview. This section provides that overview.

I. Background

Rhode Island's population was 949,723 in 1970. Although this represented a 10.5% increase over the 1960 population figures, Rhode Island grew at a slower rate than the nation, which increased 13.3% during the same period. Furthermore, census figures estimate that the population was 937,000 in 1974, a decline of approximately 1% since 1970.

Manufacturing accounts for more employment in Rhode Island than it does nationally. However, the manufacturing sector has been declining steadily, primarily due to the decline of textiles manufacturing. Other types of manufacturing, such as metals, machinery, jewelry and silverware, have expanded. (See Table 1) However, in comparison to the rest of New England, Rhode Island's manufacturing sector declined at a slower rate.

The state is divided into three labor market areas. The principal labor market, Providence-Warwick-Pawtucket, accounts for over 90% of the labor force in Rhode Island. All the Title X projects in Rhode Island are located in the Providence-Warwick-Pawtucket labor market. This labor

TABLE 1

STATE OF RHODE ISLAND -- MONTHLY AVERAGE CIVILIAN EMPLOYMENT, UNEMPLOYMENT AND WORK FORCE -- 1970-1975

	1970	1972	1973	1974	1975	Change 1970-1975 1/	
						Number	Percent
Manufacturing Total	120,900	119,500	124,300	125,000	109,100	-11,800	-9.8
Textiles	18,400	17,500	16,700	15,000	11,700	-6,700	-36.4
Total Mfg. less Textiles	102,500	102,000	107,600	110,000	97,400	-5,100	-5.0
Metals & Machinery	38,400	35,700	37,800	39,000	33,000	-5,400	-14.1
Jewelry & Silverware	19,900	20,600	22,100	23,700	21,400	+1,500	+7.5
Other Non-Textile	44,200	45,700	47,700	47,300	43,000	-1,200	-2.7
Non-Manufacturing (total)	222,300	236,500	241,600	241,700	233,900	+11,600	+5.2
Construction	14,800	15,100	14,700	13,300	10,400	-4,400	-29.7
Transportation & Public Utilities	15,700	15,400	15,200	14,700	13,300	-2,400	-15.3
Trade (Wholesale & Retail)	68,500	74,600	75,600	74,700	71,400	+2,900	+4.2
Finance, Insurance & Real Estate	15,700	16,800	17,400	18,000	17,700	+2,000	+12.7
Service, (including mining and parts of agriculture and fisheries)	54,900	59,200	63,100	66,300	65,200	+10,300	+18.8
Government (Federal, State and Local)	52,700	54,700	55,500	54,700	55,900	+3,200	+6.1
Total Wage & Salary Employment (excluding Farm Labor & households)	343,200	356,000	365,900	366,700	343,000	-200	-0.1
Self-Employed, Farm Labor, Household & unpaid family workers	32,200	32,000	26,600	28,800	28,000	-4,200	-13.0
Total Civilian Employment	375,400	368,000	394,500	395,500	371,000	-4,400	-1.2
Unemployed	20,600	27,000	26,900	31,300	64,900	+44,300	+215.0
Involved in Labor Disputes	700	200	1,000	600	2,700	+2,000	+285.7
Total Civilian Work Force	396,700	415,200	422,400	427,400	438,600	+44,600	+10.6
Percent of Work Force Unemployed	5.2%	6.5%	6.4%	7.3%	14.8%	--	+9.6

1/ Basic data from the Rhode Island Department of Employment Security, and the Rhode Island Department of Labor in co-operation with the U.S. Bureau of Labor Statistics. Employment data for 1974 and 1975 revised to 1st quarter 1975 benchmark.

RHODE ISLAND DEPARTMENT OF ECONOMIC DEVELOPMENT -- Research Division February 1976 market, as well as Rhode Island generally, has been hard hit during the recent recessions of 1957-1958 and 1974-1975, at which time unemployment rates were almost twice the national average. (See Table 2)

Rhode Island's unemployment rate increased dramatically at the end of 1974 for two reasons. The first was the closing of naval bases at Newport and Quonset Point. This closing cost the area 20,000 military jobs and 6,000 civilian jobs. Secondly, the area experienced general cutbacks in production which accompanied the nationwide recession.[1]

II. Development Plans

The state is now taking an active interest in economic development. This activity was stepped up about two years ago when Rhode Island lost the employment provided by the naval bases, and unemployment sharply increased. The Department of Economic Development has responsibility for carrying out a five point program designed to encourage economic growth. The key elements of this program are:

> Identify and create new industrial land that is equipped with sewers, water and access roads;

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[1] There is reason to question whether Rhode Island's unemployment rate ever reached the 1975 high of 13.7% reported, since the Federal Supplemental Benefit Program was in effect during that year. In Rhode Island this meant that anyone who had exhausted their unemployment benefits since October, 1970 was eligible to apply for compensation. Rhode Island was one of only five states in the country that went back to 1970 in determining exhaustion of benefits.

Develop new industries on the sites of the former naval bases; (ideally, the state would like to acquire the land and assume responsibility for its development);

Create tax incentives to encourage new industries and businesses to locate in Rhode Island;

Develop nuclear energy and encourage offshore oil exploration to offset Rhode Island's heavy reliance on oil--a current blockage to development, and

Conduct a manufacturer's visitation program, designed to create good will among firms currently in Rhode Island and to see how the state can assist them with their problems and expansion needs.

The state's emphasis is on developing the western part of the state, along I-95 (which would positively affect the Title X project communities of Warwick and West Warwick) and the former naval base area, near Newport. These areas are seen as the most desirable for future economic development.

Rhode Island's competitive strength lies in its work force and transportation system. Its weaknesses are: the small amount of industrial land available (because Rhode Island is such a small state), high energy costs, and its pro-labor image.[1] The state's development program is designed to capitalize on the state's strengths and to overcome its liabilities.

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[1] Strikers are eligible for unemployment compensation in Rhode Island. Because of these unemployment benefits, a pro-labor image among out-of-state manufacturers persists, even though Rhode Island has not actually had much labor unrest.

TABLE 2

ANNUAL AVERAGE UNEMPLOYMENT RATES FOR UNITED STATES, RHODE ISLAND AND PROVIDENCE-WARWICK-PAWTUCKET LABOR AREA 1950-1975

Year	United States	Rhode Island	Providence-Warwick-Pawtucket Labor Area
1950	5.3	9.1	8.6
1951	3.3	7.4	7.0
1952	3.0	7.9	7.7
1953	2.9	6.1	6.0
1954	5.5	10.9	12.1
1955	4.4	7.8	8.0
1956	4.1	7.1	7.7
1957	4.3	9.1	10.2
1958	6.8	11.4	12.6
1959	5.5	7.6	8.3
1960	5.5	6.7	6.3
1961	6.7	8.0	7.3
1962	5.5	6.6	5.9
1963	5.7	6.9	6.3
1964	5.2	6.2	5.8
1965	4.5	4.9	4.8
1966	3.8	3.7	3.8
1967	3.8	3.7	3.8
1968	3.6	3.6	3.8
1969	3.5	3.6	3.7
1970	4.9	5.6	5.7
1971	5.9	7.1	7.2
1972	5.6	6.7	6.7
1973	4.9	6.3	6.2
1974	5.6	7.3	7.1
1975	8.5	13.9	13.7

Project ID#: 013102100

Project Type: 230, Civil Works Construction

Total Funds: $210,000

Title X Funds: $168,000

Total Title X Employees: 8

Sponsoring Agency: COMEDA

BAKER STREET DRAINAGE PROJECT
WEST WARWICK, RHODE ISLAND

I. Project Description and Outputs

West Warwick received $210,000 to install a new drainage system to end the flooding of an area near the center of town every time there was a major storm. The flooding directly affected approximately 30 homes and an old mill complex that is still occupied. The flooding problem had become more severe over the years, so that three or four men from the highway department would have to remain in the area after each storm to keep the street drains clear. This was a costly problem for the highway department, and an inconvenience to the residents and businesses in the area.

Drainage first became a public issue during the 1972 election when it received widespread media coverage. However, the town was never able to obtain grants to correct the problem, and the town itself would not approve the bond issues to pay for the work since the flooding only affected a small percentage of the town.

The highway department and town planner monitored the Title X project, with the work of installing a new drainage system done by a private contractor and architect-engineer. These men operated with a small,

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full-time staff and subcontracted specific parts of the job. It was not a labor intensive project, and did not necessarily employ unemployed workers. (Two men on the contractor's staff were also regular employees.) Although the architect-engineer was from West Warwick, the contractor and subcontractors came from the general Providence area.

II. Project Area

West Warwick is located eleven miles southwest of Providence in the Providence-Warwick-Pawtucket Labor Market Area. It is an old mill town which split off from the town of Warwick in 1913 over tax issues. Although there are some new subdivisions, many of the neighborhoods are old, ethnic areas with Italians, Portuguese, French Canadians, and Irish represented. The town's 1970 population of 24,323 represented a 13.6 percent increase over 1960, and the state estimates that the period 1970-1975 resulted in a similar rate of growth.

The proportion of the West Warwick labor force engaged in manufacturing is 40 percent compared to 29 percent of the statewide labor force. The major types of manufacturing are textiles, chemicals, jewelry, and silverware. Aside from some new development in an industrial park, most manufacturing employment is located in ten major mills which generally pay only the minimum wage to workers. However, median income is about the state average or a little higher, since many households have more than one family member working. Unemployment was estimated to be 17.9 percent in March

1976, higher than the state average during the same month.

III. Project Relationship to Area Needs and Plans

The key issues in local development are generating more jobs in West Warwick and attracting industries to increase the tax base. The main project currently planned is the development of a new industrial park located near Interstate 95. The town has already spent between 10 and 14 million dollars to provide water and sewers for this park but needs additional funds to build access roads.

The Baker Street Drainage Project was a high priority project in the OEDP for several years. The town planner had tried to obtain funds for this work from a variety of sources but had been unsuccessful. In addition to assuring that the mill complex affected by the flooding would remain in operation, the completion of the Baker Street Project was important in keeping the Department of Defense's Mapping Center located in the complex. Since the Defense Department had considered closing this facility, the town and state could have lost one of their bargaining positions to keep the center--namely, that there was already an existing facility. Therefore, the Baker Street Project was important to the town's plans to retain the Mapping Center, which provides 207 civilian jobs with a payroll of approximately $3.9 million dollars and total operating costs of about $4.2 million.

IV. Impact Checklist

Demand for project output:

Demand was high among the affected residents, the mill tenants, and the highway department. Furthermore, 16 lawsuits had already been filed against the town for flood damage, and the problem was getting worse. The Army Corps of Engineers had already decided that the cost-benefit ratio did not warrant their doing the job, and no other funding was in sight.

Relationship to area plans:

Baker Street Drainage Project was a long-standing project planned by the town and listed in the OEDP. It also had a direct relationship to the state's plans to retain the Mapping Center.

Use of project output:

The 30 homes and mill are no longer flooded. The highway department need no longer allocate personnel to keep drains clear during storms.

Influence on particular location or development decision:

The state never informed the Defense Department that the mapping center was threatened by poor drainage in the area, since it feared that such information would be harmful. Therefore, it is unclear whether this project had any influence on the Defense Department's decision to keep the facility open.

Impact on critical development blockage:

None.

Leveraging of concurrent funds:

The project received $18,000 from the State Department of Transportation and $24,000 from the city highway maintenance funds.

Leveraging of additional funds:

The town planner thinks that their experience with this project has already helped them in getting Title I grant monies for school building renovations and may also be helpful in getting future grants.

Quality of life impact:

The project greatly improved the quality of life for the residents of those 30 homes, the mill tenants, drivers on flooded roads, and the local highway department.

Short-term employee impact:

One man was hired by the contractor on a permanent basis. Otherwise there was very little impact.

Human capital development:

Since all the hiring was done through the union hiring hall, people employed on the project already had the necessary construction skills.

Community satisfaction/acceptance:

Those that were affected by the problem were the most satisfied with the results. Ironically, although there was ample media coverage of the flooding problems, the local newspaper had not been interested in writing articles about the solution to the problem.

Influence on the development process:

None.

Probable long-term economic impacts:

One could assume that eventually the Baker Street area could no longer be occupied, since the flooding was getting worse and worse every year. If the drainage system had not been fixed, 30 households would have had to locate other housing, and the mill tenants (dye plant, Mapping Center, storage warehouse, and lace operation) would have had to relocate--possible out of West Warwick. This drainage project helped insure against negative long-term economic impacts.

V. Summary Impact Assessment

Since the hiring for the project was done at the union hiring halls, those hired were probably unemployed--perhaps not in West Warwick--but in the labor market area. Also, over one-half of all expenditures went for materials. Although the materials were not necessarily purchased in West Warwick, they were undoubtedly bought in the Providence area. Therefore, one could view the short-term economic impacts of this project as stimulating the Providence area's economy more than West Warwick's specifically.

The people whose property was flooded received the most benefit. The city highway department no longer has to allocate a good portion of its maintenance budget for this problem. The project was not operated much differently than any other public works project the city would have contracted out. West Warwick used the Title X funds for a needed capital improvement project that the town was unlikely to fund.

Project ID#: 04625292306

Project Type: 226, Civil Works Construction

Total Funds: $30,150

Title S Funds: $29,150

Total Title X Employees: 10

Sponsoring Agency: ARC

THE FENCING AND RECLAMATION OF OCONEE PRISON FARM OCONEE COUNTY (WALHALLA), SOUTH CAROLINA

I. Project Description and Outputs

This rather modest $30,150 project was carried out by Oconee County. Ten participants were hired and supervised by county employees, while the Appalachian Council of Governments provided technical assistance and on-going management expertise. Approximately 68% of the project costs were labor related expenditures. All of the program participants were recruited from the ranks of the unemployed. Upon termination of the project, five of the participants were assisted in finding permanent employment in the private sector while four participants were hired by the county.

The project itself accomplished the fencing of 200 acres of pasture land adjacent to the Oconee Prison Farm, a facility which houses the county's chain gang. The newly fenced pasture land is repeatedly mowed and reclaimed in order to provide a suitable habitat for a herd of beef cattle. In addition, the Title X workers constructed a 30' x 60' cattle feeder shed and a 60' x 60' corral on the enclosed pasture area. The shed was built to house and feed the cattle and to store hay.

The purpose of the project was to provide the county with an area where prison inmates could raise their own beef cattle. What had previously been unproductive and idle county land is now supporting a total of sixteen beef cattle. Current plans call for the size of the herd to be increased next year and in the future.

A number of positive outputs have accrued from the project. County officials estimate that several thousand dollars per year in meat costs for the prison camp will be saved once the initial investment has been amortized and production peaks are realized. In addition, prisoners will be able to develop skills in animal husbandry, which may help in their employment search after release.

Other important outputs include the temporary employment of ten previously unemployed persons, as well as new skills development for nearly all of those involved in the project. The high post-project placement rate of the participants attests to the benefit of the training. Given the relatively small budget of the project, the cost benefit ratio was impressive.

II. Project Area

A description of the project area is found in the discussion on the Physical Education Facilities, pg. 73.

III. Project Relationship to Area Needs and Plans

The actual project undertaken, the fencing and land reclamation work, was not specifically mentioned in the county's updated OEDP (1976). Nor can it be viewed as directly related to overall county economic development plans and programs. The project was not designed to influence a particular locational decision nor to cure a critical development blockage. Nonetheless, it did provide outputs to the community at a relatively low cost.

Project participants developed limited construction related skills, while as an indirect result of the project inmates of the prison farm will be trained in animal husbandry. There exists within the Oconee county area a growing market for workers with both landscaping and construction skills. The recent development of recreational uses and new housing along the county's lake fronts should generate jobs in these areas in the future. Indeed, construction is one of the fastest growing employment categories in the county. From November 1975 to November 1976, it showed an expansion rate of 34%, from 330 to 500. In the region, construction employment rose 32.3% from 1969-1973.

The agricultural sector has declined steadily as an employer within the county since 1950. There has, however, been a shift away from labor intensive crops such as cotton, to beef cattle. Indeed, beef cattle production has increased steadily in the county since the 1950s, with many former cotton and tobacco fields now being utilized as pasture lands. Thus, the training which the inmates will receive in animal husbandry should serve as an important asset in their job search upon release.

IV. Impact Checklist

Demand for project output:

Though the project outputs were very valuable, real demand for outputs did not exist prior to the project's initiation.

Relationship to area plans:
Weak and indirect.

Use of project output:
The herd of beef cattle will be extremely useful.

Influence on particular locational or development decision:
None.

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
The county made in-kind contributions.

Leveraging of additional funds:
None.

Quality of life impact:
The project was geared toward cost saving and inmate training.

Short-term employee impact:
All participants hired had been unemployed; almost all were placed after project completion.

Human capital development:
High placement rate implies significant training success.

Community satisfaction/acceptance:
County citizens like the idea of an almost self-supporting prison farm.

Influence on the development process:
None.

Probable long-term economic impacts:
In the micro sense of the operations budget of the county prison camp, the project will have a continued impact.

V. Summary Impact Assessment

Given the small cost of the project, the community was able to realize several important benefits, as mentioned above. However, the project will have little impact on economic development or infra-structure improvement. What is most significant is that the entire project was accomplished with previously unemployed persons who later went on to find permanent, full-time employment. Further, the utility of the project in terms of cost effectively producing a needed product, beef for the inmates, is also significant, as is the positive training which the inmates will obtain from the agricultural work.

Project ID#: 08615264821

Project Type: 347, Forestry, Con-
Servation, Recreation

Total Funds: $181,000

Title X Funds: $144,000

Total Title X Employees: 85

Sponsoring Agency: EPA

COOPER ROAD DRAINAGE PROJECT
CADDO PARISH (SHREVEPORT), LOUISIANA

I. Project Description and Outputs

The Cooper Road project was an environmental clean-up and drainage project administered with funds allocated to the Environmental Protection Agency. The grantee was the Caddo Parish Police Jury, the governing authority for the parish. The project employed a total of 85 men and ran from February 16th to October 28th, 1976. The grant authorized employment of 180 men, but there was much less turnover than expected. EDA Title X funding was $144,000, and the Parish contributed $37,000 for a total of $181,000.

The purpose of the project was to improve the drainage in the Cooper Road area of Caddo Parish. This area was described as the largest all black unincorporated area in the South. Although the area borders the city of Shreveport, it is administered by the Parish Police Jury and has no local self-government. Since there is no trash or garbage pick up in this area, the residents threw their trash in the bayous, a network of small creeks which run into larger creeks. The trash build up had become a flood and health hazard; the purpose of the project was to clean up the bayous by manual labor.

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This project was proposed for funding for two reasons: first, the job needed to be done. Second, the unemployment rate in the Cooper Road area was very high, and it seemed reasonable to hire local residents to clean up their own area.

All the employees were local residents and therefore all black. They were hired from the unemployment rolls and many had never had a long-term job in their lives. Parish staff are proud that they took the first forty names that were sent to them by the employment service and signed them up. They told the men what the rules for the project would be and permitted them to resign anytime they were unwilling to abide by the agreed upon rules. They would, for example, call the role at 8:00, at 11:00, and after lunch. Absences for sickness required a doctor's note. Any three days in a row of unexplained absences resulted in termination. These rules were made clear to the work crew and the staff were pleased to relate that their attendance and turnover rate was better than that of the regular highway department.

Evidence of the superior work is that plans called for a cleanup of 6.7 miles of bayous in the Cooper Road district. A total of 13.5 miles were completed, 6.8 miles more than anticipated. This covered virtually all the needed cleanup in that area.

Parish officials were sufficiently impressed with the work that they obtained funds to buy a school bus so that they could set up the CETA Title VI highway cleanup project for the same group of workers. Employee advancement occurred for several project workers. For example, one individual was hired at $2.50 an hour, became a foreman at $3.40 an hour and is currently a foreman on the highway cleanup project at $3.67 an hour. He states that he has no intention of going back to his previous job as forklift driver because he made less money and had to drive farther.

II. Project Area

The economy of Caddo Parish has evolved from an agriculturally based to a petroleum based economy (early 1900's), to the present day economy based on manufacturing services and government. The population of the Parish increased 2.8 percent between 1960 and 1970 and 3.2 percent between 1970 and 1974. Per capita income statewide increased by 36.4 percent from 1969 to 1973. Caddo Parish per capita income was 13.7 percent above the statewide figure in 1973. Although there are no separate statistics for the Cooper Road area, it is clear that it is an extremely poor part of Caddo Parish and that Parish prosperity statistics do not apply.

There is a certain amount of policital interest in the Cooper Road area right now because there are proposals under consideration both to annex it to the city of Shreveport and to incorporate it. The city of Shreveport is resisting because there is no industry and a large number of unemployed persons. Annexation would be a drain on the city. If it were to incorporate, on the other hand, it would have no base to pay its taxes. The Parish administrator believes that it is the duty of the city of Shreveport to annex this contiguous territory but that resistance is strong. The EDA staff felt that the cleanup campaign was a step in the direction of annexation because the city would not consider such a move unless it were cleaned up. Those residents of the Cooper Road area who work tend to work in Shreveport.

III. Project Relationship to Area Needs and Plans

No formal economic development plan exists for Caddo Parish. The informally recognized needs of the parish were to clean the accumulation of trash from the Cooper bayou, to provide employment for area residents, and to train the hard core unemployed in proper work habits, such as punctuality, sobriety and delegation of labor.

In a larger sense, the Caddo Parish needs improved municipal services (sewers, trash collection) which can only be provided if the parish is annexed by the city of Shreveport. Yet this annexation is unlikely because of the present unsanitary conditions, health violations and the lack of an adequate tax base in Caddo to pay its own way. Cleaning the Cooper bayou is seen as a significant step in correcting one of the unsanitary conditions. The state Public Works Department could now come in to straighten and widen the Cooper bayou using heavy equipment. However, annexation is still an unresolved issue.

There is no industry in the Cooper Road area although EDA is interested in building an industrial park there. EDA has stated that there is good chance for an industrial park since a huge labor force is available and there is open land that could be used as an industrial park.

IV. Impact Checklist

Demand for Project output:
Major health and flood hazards existed which the project remedied.

Relationship to area plans:
Cleanup of Cooper Road area enables it to be included in area planning, both in terms of political and industrial possibilities.

Use of project output:
The Cooper Road area was cleaned.

Influence on particular development or locational decision:
The project may have an indirect effect on the annexation issue.

Impact on critical development blockage:
Yes, the area is now included in area planning.

Leveraging of concurrent funds:
The parish provided $37,000.

Leveraging of additional funds:
CETA Title VI employment for 39 men was obtained as a result of the successful Title X work.

Quality of life impact:
Reduction in flooding and improved sanitary conditions are significant impacts for area residents.

Short-term employee impact:
39 employees gained public sector subsidized jobs for several months. Eight to ten will gain permanent jobs.

Human capital development:
Work experience in a disciplined environment may have had significant value to hard core employed. In addition, several days were specifically devoted to training in work habits.

Community satisfaction/acceptance:
Satisfaction was high in the affected area; project was unknown elsewhere.

Influence on the development process:
Indirect effects are possible in the future.

Probable long-term economic impacts:
Indirect, the project may hasten annexation by Shreveport and thereby provide benefit from this economic association.

V. Summary Impact Assessment

The Cooper Road project has potential for significant economic impact for Caddo if industry can be attracted to take advantage of the land and labor surplus. The project has had significant impact in the short-term by changing the attitudes of local officials toward the work capabilities of low-income blacks.

The impacts on Caddo Parish are not dramatic in economic terms, yet the project directly affected residents of the Cooper Road community. The accumulation of trash which created flooding and health hazards in the bayou has been eliminated. The state can now continue improvements which will extend the original impact. The use of area residents as project employees has contributed to an improved sense of community pride--and (hopefully) will eliminate future trash disposal into the bayou. Providing employment for the affected area residents gave many a job for the first time, provided an opportunity to improve their own community standard of living, and to demonstrate acceptable work habits which could lead to continued employment.

Project ID#: 01615523013

Project Type: 300, Forestry, Conservation, Recreation

Total Funds: $293,000

Title X Funds: $273,000

Total Title X Employees: 165

Sponsoring Agency: SCS

DRAINAGE CHANNEL CLEAN-OUT
QUEEN ANNE"S COUNTY, MARYLAND

I. Project Description and Outputs

The Queen Anne's County Department of Public Works (DPW) received $293,000 through the state Soil Conservation Service to remove woody obstructions from drainage ditches throughout the county. $273,000 of the funds are Title X monies and $20,000 of in-kind labor and services was contributed by the County DPW. The project was designed to reduce flooding of fields and some residential areas and to reduce damage to roads from flooding.

The project began in February, 1976, and will end in June, 1977. Original goals for the project were to clear 24.7 miles of tax ditches, and .5 miles of channel operated by the county. Tax ditches are ditches owned and operated by non-profit Public Drainage Associations established by taxpayers under Maryland laws. By the end of the project, the planned maintenance will be accomplished as well as an additional 6.5 miles of tax ditch and 2,000 feet of community ditches operated by the county.

The work force has been 35-45 employees at a time; these workers are paid the minimum wage of $2.30 per hour and receive holiday pay. 165 workers have been employed on the project to date; all of these workers except for the supervisor were hired from the county's unemployed. 36 workers are currently employed.

II. Project Area

Queen Anne's County is located across the Chesapeake Bay Bridge from Annapolis in the upper half of the eastern shore of Maryland. In 1970 the county's population was 18,422, which represented an 11.2 percent growth from 1960. From 1950 to 1960 the county had grown by 13.6 percent. Between 1970 and 1975 the county continued to grow at a rate of 6.5 percent; the county's 1975 population was 19,600. While the county is growing, developed towns have remained quite small. The county has 9 incorporated towns and only one had a population exceeding 500 in 1970.

In terms of output, the county is primarily an agricultural economy, with some manufacturing, retail and wholesale distribution, and construction. There is also a considerable shellfish packing industry which contributes to the overall economy. Retail trade produces the highest payrolls, although it employs fewer persons than agriculture. The latest U.S. Census of Agriculture shows that in 1969 nearly 14 million dollars worth of agricultural products were sold in the county. While agriculture has been increasing substantially in crop values and production yields, it is declining rapidly as a source of employment, even though there is a slight increase shown by each census in the aggregate payroll for the remaining employees.

The principal field crops harvested in the county are corn (4,699,000 bushels in 1974), wheat (754,000 bushels), barley (319,000 bushels) and soy beans (864,000 bushels). Milk production in 1974 amounted to approximately 61,000,000 pounds.

As in other eastern shore counties, the unemployment rate in Queen Anne's County is usually higher than the state average. For example, in 1970 the unemployment rate was 4.3 percent in the county, compared to the state average of 3.2 percent. In March 1975 unemployment for the county was over 10 percent. The county's unemployment rate is linked in large part to the seasonal or intermittent nature of much of the county's industry. For example, only 63.4 percent of those employed in 1970 worked a full year. This situation is typical of the eastern shore counties. In the past several decades there have been some changes in the type of industry in which people have been employed. For many years the principal source of employment for Queen Anne's residents was agriculture, but this is no longer true. In 1950, 35.4 percent of the people worked in agriculture; by 1960 this percentage had decreased to 22.4 percent, and by 1970, to 9.6 percent. This represents a loss of 706 agriculturally-related jobs between 1960 and 1970.

III. Project Relationship to Area Needs and Plans

The agricultural emphasis of the county means that special attention must be paid to the hazards of flooding. Channels relieve rain drainage from the catch basins, thus preventing the flooding of fields and homes. During spring time flooding would delay planting, and thus reduce yields. During the growing season flooding destroys crops, and during the harvest season flooding prevents timely harvesting and reduces yields. In residential areas the flooding damages homes and presents a health hazard due to the overflow into septic tanks.

The Maryland Drainage Laws permit landowners to form Public Drainage Associations (PDAs) if 1/2 of the landowners in an area have a drainage problem. Within a county these landowners can organize a tax ditch. The cost of organizing, clearing, excavating, spreading the soil, and seeding the ditch banks is borne by the PDA. Under U.S. Public Law 92-566, the Federal Government contributes up to 50 percent of the costs for a tax ditch.

The State Soil Conservation Service helps farmers organize a tax ditch, so the SCS was aware of the maintenance needs of Queen Anne's fifty tax ditches. Four tax ditches and one county channel were on the original priority maintenance list submitted to the county Commissioners in 1975. An additional tax ditch and two more county channels were added to the Title X project later, after the original project was completed.

The County Plan, in its section on environment lists as one of its objectives: Facilitate drainage of farm land while minimizing impact on water quality through good design of drainage systems.

IV. Impact Checklist

Demand for project output:

The tax ditches and drainage channels must be thoroughly cleaned every two or three years to prevent flooding. Over 3,000 people are directly affected by the work done in this project.

Relationship to area plans:
Indirect, insofar as clearing the channels prevents flooding.

Use of project output:
Output was preventive maintenance.

Influence on particular locational or developmental decision:
None

Impact on critical development package:
None

Leveraging of concurrent funds:
County Department of Public Works contributed $20,000 of in-kind labor and services. None of the PDAs contributed money or efforts to date.

Leveraging of other funds:
None

Quality of life impact:
Clearing the ditches prevents negative impacts on people's lives.

Short-term employee impact:
Each employee received a physical exam by a doctor (cost to the project of $10 each) and wages of $2.30 per hour. Those employees employment insurance.

Human capital development:
None

Community satisfaction/acceptance:
Farmers were very glad to see their tax ditches maintained free of cost. Community reaction was positive with regard to seeing unemployed receiving earned income.

Influence on development process:
None

Probable long-term economic impact:
Save the PDAs the expense and efforts of clearing drainage channels.

V. Summary Impact Assessment

The drainage ditches clearly required maintenance but the channel maintenance did not contribute to the county's economic development, except insofar as the Public Drainage Associations were spared the maintenance expenses. Had the PDAs been unable to maintain the channels, the flooding would have had serious negative impacts, but it is not at all clear that the work would not have been performed without Title X funds. Nonetheless, over 31 miles of tax ditches and an additional 4600 feet of community ditches throughout the county were cleared of woody obstructions. A work force of 35 to 45 workers was maintained throughout the project.

Project ID#: 04615536613

Project Type: 341, Forestry, Conservation, Recreation

Total Funds: $380,430

Title X Funds: $352,430

Total Title X Employees: 183

Sponsoring Agency: SCS

SOIL AND CONSERVATION WORK
TALLADEGA COUNTY, ALABAMA

I. Project Description

This project had two objectives in performing needed soil and conservation work in Talladega County. Approximately 70% of the total Title X funds--$352,430--were spent to landscape and beautify eighteen county schools; approximately 30% of project funds were spent to maintain 10 existing watershed sites in the mountainous areas of the county. An average of 63 employees per week worked on the project since December 1975; activities will continue through March 1977.

Watersheds are small multi-acre ponds created by using landfill dams to create a succession of small water reservoirs along small streams and creeks in the hills and low mountains in the county. The watersheds were constructed during the last 10-15 years but periodic maintenance of the dams and the elimination of underbrush along the creek bedsides is necessary to assure maximum flood control measures. The Title X funds were used to employ laborers to trim brush, open drainage ditches and repair the earthen dams.

Employees recruited by the Alabama State Employment Agency in Talladega were referred to the Project Foreman who would often hire them the same day. Two aging school buses donated by the county transported workers to the day's construction site. No formal training was required other than familiarity with simple hand tools--rakes, shovels, picks, wheel barrows, brush hooks, axes, etc. A limited number of positions for carpenters and concrete workers required prior job experience.

The five member Talladega Board of Supervisors was the sponsoring agency. However, project administration came from the Director of the County Talladega Soil and Water Conservation District. A project coordinator supervised the two 30 man work crews each headed by a foreman. A full-time secretary and bookkeeper completed the staffing for the project. Turnover among the laborers was high, especially during the summer months when hot weather impaired working conditions.

II. Project Area

Talladega (1970 population 17,662) is located in east central Alabama, 84 miles north of Montgomery and 54 miles east of Birmingham and is the county seat. Unlike other rural Alabama counties, Talladega County has retained a stable population base in the last decade while neighboring counties experienced a net outmigration.

Interstate 20 runs along the northern county line; the Coosa River to the west provides plentiful water supplies, recreational boating, fishing and hydroelectric power. An historic Negro college, founded in 1867 with an enrollment of 550 students and the Alabama

Institute for the Deaf and Blind provide educational opportunity for some. However, no vocational schools are located in the county. Railroad service is furnished by 3 lines.

The labor force shows little movement during the Title X Project year. In November of 1975 there were 25,090 persons counted in the labor force* compared to 24,500 in November 1976. However, unemployment dropped from 10.2% in November 1975 to 7.4% in November of 1976. Textile firms account for the largest percentage of employment in the county; Bemis Company - 1050, Crown Textile Manufacturing Co., - 850, Palm Beach Company - 500, Wehadkee Yarn Mills - 500, are among the largest employers.

III. Project Relationship to Area Needs

Although the schools receiving landscaping, sidewalks and playground improvements are now integrated, many of them were formerly schools for black students. The lack of sidewalks, playgrounds, plantings, or soil conservation resulted in a definitely second rate appearance for these primary and secondary schools. County residents and particularly parents of school aged children were anxious for these schools to have the physical surroundings improved, yet funds from the county were never available to make these improvements. With the availability of Title X labor to complete aesthetic and functional improvements, the county allocated limited funds to purchase playground equipment (swings, basketball hoops, backstops, bleachers) which were installed by Title X labor at the same time as the soil and water conservation work. The need (demand) for these improvements had existed for many schools since they were constructed 10-20 years ago.

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* Alabama State Employment Labor Market, Department of Industrial Relations, December 1976.

The need for work on the watershed sites is more difficult to assess since only professional conservationists were conscious of the necessary timetable for maintaining these areas. Most county residents are unaware of the importance, or even existence, of these watersheds since the majority of them are located in inaccessible mountainous areas of the county. The Water and Soil Conservation Director for the county acknowledged the continuing need to maintain these watersheds in order to prevent excessive runoff which might threaten the dams and soil erosion systems built since the late 1940's. Without continual maintenance of the watersheds, heavy winter and spring runoffs could wash out flood prevention dams and destroy fences, flood farm land, drown livestock, and endanger residential dwellings.

The planning and implementation of the soil and conservation work for the schools and watersheds was the responsibility of the Soil and Water Conservation District. Because this agency is federally funded, the net effect was considerable savings to the Title X project since no monies were spent to plan or administer the grant by this conservation agency.

IV. Impact Checklist

Demand for project output:

18 schools had never been landscaped or graded. No playing fields or sidewalks existed prior to Title X work. Watershed areas need periodic maintenance which could only have been completed with labor from this project.

Relationship to area plans:

No economic development plans targeted these improvements, yet quality of education suffered from inadequate exterior physical surroundings. Ongoing watershed conservation necessitated the maintenance of these areas.

Use of project output:

Both the school population and county residents were benefited by the project improvements.

Influence on particular locational or development decision:

None.

Impact on critical development blockage:

None.

Leveraging of concurrent funds:

County school contributions totalled $19,000; Bureau of Outdoor Recreation funds provided $7,500 for Talladega park equipment.

Leveraging of additional funds:

None.

Quality of life impact:

Successive generations of school children will benefit from improvements to the schools.

Short-term employee impact:

43 of 120 terminated project employees found private industry jobs, 63 present employees hold jobs which were nonexistent prior to the project.

Human capital development:

No skills training was provided.

Community satisfaction/acceptance:

High degree of satisfaction and approval was noted among students and parents in affected schools.

Letters to Congressional representatives indicate satisfaction.

Influence on the developmental process:
Improvements in school facilities make county more desirable for industrial locations.

Probable long-term economic impacts:
The absence of destructive flooding enhances agricultural production and stability. Improved schooling facilities, although difficult to assess, are a stimulant to county industrial location decisions.

V. Summary Impact Assessment

This project should rank high among all Title X projects as contributing to the quality of life for county residents--partially due to the improvements to the schools and partially due to the increase in employment (63 project jobs, 43 private industry jobs for program terminees). The utilization of the Federal Soil and Water Conservation Agency in Talladega County (at no cost) for planning and administration stretched program dollars. The use of Title X labor instead of private contractors is estimated to have cut the cost of improvements by 30-40%. The unemployment rate shrank from 10% in 1975 to 7% in 1976 in the county and while the project is not singularly responsible for the reduction, the creation of 106 jobs was certainly contributory.

Community acceptance and support for the project was most enthusiastic for the improvements to the 18 schools. Students benefited from having organized play areas, and parents in several school districts wrote letters of appreciation to the school principals.

Other residents who were aware of the origin of the funds wrote their Washington legislators thanking them for this overdue improvement to their particular school. Community reaction to work on the watersheds was less positive. Some rural residents felt that the maintenance of the watersheds benefited those whose property abutted the creeks and ponds, despite the fact that the existence of the watersheds benefits many by avoiding destructive flooding.

Project ID#: 4615070204
Project Type: 347, Forestry, Conservation, Recreation
Total Funds: $262,430
Title X Funds: $209,944
Total Title X Employees: 119
Sponsoring Agency: CPRC

DRAINAGE PROJECT
LUMBERTON, NORTH CAROLINA

I. Project Description

The Lumberton project utilized $262,430 to remedy localized drainage problems in two areas of the city, in and around the airport and adjoining industrial properties and in three low income neighborhoods in town. The neighborhood projects were undertaken in black, Indian and white neighborhoods. The three diverse ethnic neighborhoods were selected in part because the county is tri-racial in character, approximately 1/3 white, 1/3 black and 1/3 Indian.

The Title X project had two objectives. Part of the work involved the cleaning and retrenching of existing open drainage canals. The Title X crews cut back undergrowth, removed trash, and selectively retrenched canal segments in order to improve system operation. The other portion of the project entailed the excavation of new drainage canals. This was primarily done around the municipal airport, and area zoned for future industrial expansion. While both major tasks of the project were designed to answer a basic public service need, the airport area improvements were industrial development oriented while the neighborhood projects had a local community development focus.

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Because of its nature, the project was labor intensive. Program participants became temporary city employees. All but the heavy equipment trenching operations was done by program participants. This specialized trenching operation was performed by a private contractor. Further, real efforts were made to recruit the hard core unemployed as well as minority group members. Approximately 64% of the project participants were black or Indian, a number which roughly conforms to their percentage of the county population.

Due to the nature of the work force, the often unpleasant nature of the work involved, and the low wage scales, turnover was a serious problem throughout the course of the project. 119 persons filled 58 positions. Out of the total 119, nine were hired by the city on a permanent basis and 13 found work in private industry. The city was able to use the Title X program as a testing ground from which to recruit candidates for full-time positions within city government.

Title X workers were kept separate from the regular city employees. This was a positive aspect of the program. Morale and productivity among participants was higher than had been the experience with the CETA program participants. The separation avoided turf conflicts with regular city employees. It also provided opportunities for the recruitment of leadership, since project foremen and supervisors were recruited from within the ranks of the Title X employees. Worker productivity and morale were also enhanced by the fact that the program was project oriented rather than employment oriented.

II. Project Area

The City of Lumberton is located in the southeastern corner of North Carolina, on the flat coastal plain. Lumberton is the county seat of Robeson County as well as the principal commercial center for the four county Lumber River region. As such, the population of the city has grown significantly since 1960, increasing from 15,305 to 19,580 (1976 est.). Much of this rise was due to annexation. By contrast the population of the county has remained relatively stable, declining by 9,260 from 1960 to 1970 (89,102 to 84,842), then increasing by 8,858 to an estimated 93,700 (1976).

The county, like much of the rural south, experienced an outmigration of population in the post-war years, as rural blacks and Indians traveled north for improved employment opportunities. Recently this outmigration has been reversed, due to a massive influx of new industries (apparel and textiles) to the area, lured by low wage levels and the absence of unions. At the same time employment in the agricultural sector, formerly the county's primary employer, was falling due to mechanization and the absorption of small family farms by larger, more efficient farming units. The county employment figures below illustrate the shift and show the relative importance which textiles and apparel have come to play in the local economy.

ROBESON COUNTY
ANNUAL AVERAGE LABOR FORCE ESTIMATES 1970-1974

	1970	1974	1976(June)
Civilian Labor Force*	34,430	37,520	39,740
Unemployment, Total	2,580	2,930	4,740
Rate of Unemployment	7.5%	7.8%	11.93%
Employment, Total	31,850	34,590	35,000
Agricultural Employment	5,320	4,550	
Nonag.Wage & Salary Emply.	23,370	26,680	
All Other Nonagric. Employment**	3,160	3,360	

Both wages and incomes are very low in Lumberton and Robeson County, significantly lower than averages for the state as a whole and for the U.S. In 1969, for example, median family income in the county was $5,675. This compares to similar values for North Carolina ($7,774) and the U.S. ($9.433). In the same year, 31.6% of the county's population was below the poverty level versus a national percentage of 9.7.

The area's high unemployment rate is due in large part to its heavy reliance on the textile and apparel industries and the recent downturns which these industries have experienced, due to foreign competition and the general recession. Despite its low wage levels, the county has had difficulty in diversifying its industrial base. This is due in large part to the low skills and education level of the work force. In addition, illiteracy is a very serious problem, with estimates for the adult population of over 30%.

The city of Lumberton is in far more encouraging economic shape than its rural hinterland. Much of the city's recent growth can be attributed to its excellent location within the transportation system. I-95, the major north-south coastal highway passes through Lumberton, as does highway 211 which connects portions of inland North Carolina with the coastal resort areas near Wilmington. As a result, recent years have seen the development of numerous motels, retail establishments and restaurants near the highways in Lumberton. Its major shopping centers have downtown areas of communities throughout the region. Retail sales county-wide rose from $147,621,535 in 1970 to $239,889,413 in 1975.

III. Project Relationship to Area Needs and Plans

Poor drainage and localized flooding is one of the most serious problems facing local governments in the south coastal region of North Carolina. Due to the flat nature of the terrain and heavy annual rainfalls, water frequently accumulates in developed areas. Hardest hit are low lying areas which are serviced by unpaved streets which lack conventional storm sewers. Such areas are commonly low income in character. In addition to the inconvenience which flooded areas impose upon residents, the stagnant waters often create a serious health menace because they serve as mosquito breeding grounds and habitats for rodents.

While the project itself was not directly associated with influencing a specific plant to locate in Lumberton, it succeeded in a modest way in making the community a more attractive location for new industry. The drainage improvements undertaken near the municipal airport have made that area an attractive one for future location by remedying a previous disadvantage--poor drainage. In the three neighborhoods in which drainage problems were corrected, important public health and community development objectives were achieved. The health menace which stagnant flood waters presented has largely been eliminated. The areas have become more habitable, increasing property values and indirectly stimulating private capital investment to improve the areas.

From a participant's point of view, many of the individuals hired gained important work experience and some skill development. This experience has made many of them more attractive to prospective employers. In addition, the city was able to fill many of its manpower needs from within the ranks of the Title X program.

IV. Impact Checklist

Demand for project output:
High within affected neighborhoods and the airport.

Relationship to areas plans:
Recognized as informal priority, not specifically mentioned in formal planning documents.

Use of project output:
Improved physical environment resulting from drained wet areas.

Leveraging of concurrent funds:
$52,486 of local funds were contributed.

Leveraging of additional funds:
None.

Impact on critical development blockage:
Marginal, though the airport area is now more attractive for new industry.

Influence on particular locational or development decision:
None.

Quality of life:
Significant impact in low income residential areas.

Short-term employee impact:
Needed employment for persons who most probably would have remained unemployed due to lack of skills and high unemployment rate. Permanent employment possibilities for some as mentioned.

Human capital development:
Developed supervisory capabilities; a tax collector recruited by the city.

Community satisfaction/acceptance:
Highly visible, popular program with political and community groups. In one case a person donated wet land for a ball field which Title X drained and improved.

Influence on Development Process:
Minimal.

Probable long-term economic impact:
The city will have improved drainage canals which will not need to be cleaned again for 3-5 years, thus saving substantial money. Possible negative economic impacts from flooding have been avoided.

V. Summary Impact Assessment

The project achieved much needed basic public service improvements. It also provided employment for many unskilled, hard core unemployed persons. It is doubtful that the city would have undertaken the project had the Title X funds not been made available. Significant social benefits were achieved for low income residents of the community residing in the project neighborhoods. The improvements performed near the airport may help the community attract new industry and thereby help reduce the high unemployment rate. The neighborhood improvements also made the city more attractive to economic development. However, what is most needed is an elevation of the skills and education level of the local work force through vocational and continuing education. Recent program and enrollment expansions at Robeson Tech will contribute to upgrading the skill level of the work force.

Project ID#: 01615098458

Project Type: 364, Forestry, Conservation, Recreation

Total Funds: $73,000

Title X Funds: $73,000

Total Title X Employees: 26

Sponsoring Agency: INTNPS

FORT NECESSITY NATIONAL BATTLEFIELD
FAYETTE COUNTY, PENNSYLVANIA

I. Project Description

Fort Necessity National Battlefield is administered by the National Park Service, U.S. Dept. of Interior. The Park Superintendent was responsible for supervising the $73,000 of Title X funds. The Battlefield is of historical importance, and the Park Service's policy is to provide tourists with a historical setting. Therefore, the thrust of the project was to restore the Battlefield to its natural condition, to make the desired facilities more attractive, and to reduce park usage where nearby facilities provided similar services.

The four tasks undertaken with Title X funds were:

1. Rehabilitate the picnic area and restore the campgrounds (closed in 1975) to a more natural state.
2. Eradicate an old dump site.
3. Eradicate an old pine plantation.
4. Eradicate and restore old fire roads.

The project began in December, 1975 and ended January 31, 1977. Of the 26 workers employed during the project, three were fired, ten left for other jobs, five are still employed by the project, and the rest were laid off due to lack of funds. The park will hire one of the remaining employees on a part-time basis (7 months per year). The park Superintendent spent about 15 percent of his time on the project, and his Maintenance Supervisor spent about 50 percent, both of whom are paid by the Park Service.

Specifically, the project accomplished the following:

- Repaired or built 45 picnic tables.
- Repaired 2 picnic pavilions.
- Built 1000 feet of picnic trails.
- Constructed screens around 2 pit latrines (250 square feet)
- Laid 340 tons of topsoil.
- Hauled away refuse from a 5-acre dump site, recontouring, fertilizing and seeding the area.
- Eradicated 20 acres of pine plantation; thinned 119 cords of trees and received $2,027 for U.S. Treasury from a local pulp mill.
- Eradicated 1200 feet of old road bed.
- Removed 70 feet of steel drainage tile.
- Built two 20-foot wooden foot bridges.
- Eradicated 2 miles of fire roads and replaced them with natural forest.

II. Project Area

The Battlefield occupies 911 acres of Fayette County, in southwestern Pennsylvania, 11 miles east of Uniontown on U.S. 40. No fees are charged anywhere in the park. In 1933 the site of Fort Necessity became a part of the National Park System. The stockade, storehouse, and entrenchments were later reconstructed on the site of the original fort.

The historical importance of the park area dates back to 1754 when the English and French fought the opening battle for control of the colonies. The action at Fort Necessity was also the first major event in the military career of George Washington; the battle marked the only time he would be forced to surrender to an enemy. At one time Washington owned part of the park land.

In 1962 Fort Necessity State Park and the site of General Braddock's grave were transferred to be administered by the National Battlefield. The park contains picnic facilities, trails, an audiovisual center, an exhibit area, a reproduction of the fort and a museum. The park has averaged about 250,000 visitors per year. Ohiopyle State Park is 10 miles away, and is a major reason why Fort Necessity is reducing some of its services. Ohiopyle provides camping ($3.50 per night), swimming, rafting and white water canoeing. In 1974, Ohiopyle had 740,000 visitors. Fifteen miles east, the U.S. Army Corp maintains a reservoir that offers boating, swimming, and camping facilities.

Fayette County (pop. 154,657) has a work force of 54,400 with an October, 1976 unemployment rate of 8.5 percent. In February, 1976 unemployment peaked at 11.9 percent. In 1975 the average monthly number of persons unemployed in service industries was 4800. The county relies heavily on the tourist industry, attracting over one million visitors in 1975 to Ohiopyle State Park, Fort Necessity, Falling Water, Laurel Caverns, and the Fayette County Fair. During that period, the state sales tax from Fayette County hotels, motels and restaurants was $860,783.

III. Project Relationship to Area Needs and Plans

The county is heavily dependent on tourism for both income and employment, and Fort Necessity helps bring people into the county. There is very little coordination between the Park and the County Development Council, since the park is under Congressional mandate to re-establish the historical setting of the park. The Title X funds provided the National Park Service with the labor it needed to carry out many of its existing plans for Fort Necessity.

The county is aware of the park plans, and there are ample facilities nearby (public and private) to accomodate tourists' needs. In fact, Fayette County applied for $200,000 of Title X funds to build an amphitheater (for concerts, lectures, etc.) but could not begin the project by the starting date required by Title X.

IV. Impact Checklist

Demand for project output:
Not explicit, but picnic area would have had to close without the Title X efforts.

Relationship to area plans:
Indirect; the county relies on tourism.

Use of project output:
The park was always full to capacity, but it will be more comfortable and attractive in 1977.

Influence on particular locational or developmental decision:
None

Impact on critical developmental blockage:
None

Leveraging of concurrent funds:
None

Leveraging of additional funds:
None

Quality of life impact:
More enjoyable and comfortable environment for park visitors.

Short-term employee impact:
Employment, but no skill acquisition or job-training.

Human capital development:
One employee will be retained on a part-time basis (7 months per year).

Community satisfaction/acceptance:
Should be positive, when tourist season begins. Project had very low profile.

Influence on the development process:
None

Probable long-term economic impacts:
By refunding services duplicated elsewhere (camping, commercial enterprises) tourists will probably spend more money elsewhere, generally at private campgrounds.

V. Summary Impact Assessment

Fort Necessity is a more attractive and usable historical setting now, but its capacity has not increased and any economic impact on the county will probably be positive but insignificant. The park was able to implement planned projects with the Title X funds, and provided five employees with 13 months of work. One of the employees will be retained by the park on a part-time basis after the project terminates.

Project ID#: 01615621714
Project Type: 340, Forestry, Conservation, Recreation
Total Funds: $504,625
Title X Funds: $494,625
Total Title X Employees: 117
Sponsoring Agency: INTNPS

FOREST PROTECTION AND MANAGEMENT
ADAMS COUNTY, PENNSYLVANIA

I. Project Description and Output

The Pennsylvania Bureau of Forestry, a part of the state Department of Environmental Resources, received $494,625 of Title X funds from the U.S. Forest Service for forest protection and management in the Michaux State Forest. The State Bureau of Forestry contributed $10,000 of in-kind labor, primarily the Assistant District Forester and Title X Project Supervisor. The project began February 19, 1976 and was planned to terminate on January 1, 1977; an extension has been granted to June 30, 1977.

While the forest covers 76,050 acres in three counties, the Title X funds were applied to the 22,000 acres in Adams County. Originally, 52 people were expected to carry out the proposed projects with 572 person months of effort. During the Title X project, 175 people were hired, with a maximum work crew of 72. At one point all 61 employees were laid off (due to inclement weather), but by mid-January 25 of them were back at work, with 33 still laid off, and 3 terminated. The workers received $3.50 per hour to start, then $3.81 per hour.

The composition of the work crews was unusual and

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from the Bureau of Forestry's view this led to inefficiencies in completing the projects. The work crews (mostly male) averaged 25 years of age, with an age range of 18-70. Nearly all, however, were under 30. For many of the men (about 20) it was their first job. Ten to twelve men were on work release programs from the Adams County Jail, and were required to return to the jail each night. Several men fled rather than return to jail over the course of the year. During the year a foreman murdered one of the workers in his home at night. Of the 116 terminated workers, 57 were fired (or quit) for unsatisfactory work, 8 were incarcerated, 2 entered military service, and 2 went to work in other state agencies. The supervisor's main concern was to maintain the forest, and an inexperienced, rough and volatile work force reduced productivity. For the wages being paid, the Project Supervisor feels that the state would receive better value if the work were subcontracted.

The 11 projects in the Title X package will produce the following by April 30:

Specific Outputs at completion of Title X:

Project 1:	Road Maintenance (total 30 miles of road)	
	clean culverts and tail ditches	90 miles
	roads graded (done twice, 30x2)	65 miles
	headwall constructed at culvert	
	new culvert installed	
	rocks dug from road surface	
Project 2·	Safety Strip along railroad	4½ miles total
	burn	9 miles (burned twice)

	eliminate fuel	4½ miles
Project 3:	Fire Hazard Reduction	
	road edges trimming, brushing, spraying, mowing	30 miles
Project 4:	Buildings and Grounds Maintenance	400 man days
	painting, mowing, trimming, cleaning	(10 bldgs.)
	vehicle maintenance	(10)
Project 5:	Fire Breaks	
	maintain existing fire breaks	7½ miles
	build new fire breaks	5 miles
Project 6:	Tree Planting	
	will do 600 acres, 201,000 seedlings, mostly conifers	
Project 7:	Erosion Control -- Water Quality	
	build wood gates to preserve trails	22 gates
	paint existing gates	4 gates
	erosion control (gulleys)	20 acres
Project 8:	Debris Clean-Up (30 miles of road done twice)	320,000 linear feet= 60 miles
	clean out illegal dumps	15 acres
Project 9:	Disposal of Unwanted Forest Growth (forest control)	
	conifers pruned	5 acres
	hardwood removed	2 acres (decrease density)
	hardwood pruned	1 acre
	conifers thinned out	100 acres
Project 10:	Seed Gathering (on State Forest & private land)	34 bushels
Project 11:	Forest Technician (hired through Title X)	
	inventory of numbers, volume of trees	100 man days

II. Project Area

Adams County is located in south-central Pennsylvania and is primarily an agricultural fruit growing county with little other industry. The agricultural focus leads to seasonal employment and considerable unemployment resulting in a 1975 unemployment rate of 12.3 percent or 3,242 people. The Pennsylvania Bureau of Forestry owns 22,000 acres in adjoining Cumberland County and 24,750 acres in Franklin County. The Bureau never has sufficient funds to accomplish the work that needs to be done, and therefore regularly scans the available federal programs to obtain subsidized labor. In the past the Bureau has worked with the CCC, Youth Corps, work-release programs, and in the Michaux State Forest a federal penitentiary barracks was established for 10 years, providing a work force of about 40 men.

The forest is adjacent to a state park, which has camping and recreational facilities. The forest is used by tourists, hikers, hunters, off-road vehicles (including 130 miles of snowmobile trails) and lumberers. In 1976 lumberers paid the state $172,800 for trees taken from the tri-county forest. The lumber is processed locally. Both state and county roads run through the forest for local traffic and commerce. Seven municipalities (three in Adams County) rely on the forest for their water supply.

III. Project Relationship to Area Needs and Plans

The forest provides water, recreational facilities (trails, hunting), and lumber for the county residents. The roads through the large forest let people get to work and deliver goods and services. Also, well maintained roads are required to both prevent fires and provide access to fire fighting equipment in cases of forest fires. When upgraded roads have been smoothed in the past, traffic has increased by 20 percent.

A State Forest Management Plan is produced every 15 years, with the last one completed in 1971. At that time, the public, county, industrial and community interests were involved in producing the Plan. The Title X projects all fit within the Management Plan, and had been requested prior to Title X.

IV. Impact Checklist

Demand for project output:

While there was no specific demand, there is a clear need for fire prevention activities, erosion control (to protect water supplies), recreational trails, and well maintained roads for county residents and businesses.

Relationship to area plans:

These projects were all covered in the State Forest Management Plan.

Use of project output:

Trails will be used by hunters, hikers, off-road vehicles, tourists. Roads will be used by local residents, businesses, vacationers. Soil erosion and fire prevention projects protect municipal water supplies.

Influence on particular locational or developmental decision:

None

Impact on critical development package:

None

Leveraging concurrent funds:

The State Bureau of Forestry contributed $10,000 of in-kind labor.

Leveraging of additional funds:

None

Quality of life impact:

Marginal improvement for hikers, hunters, off-road vehicles, and other forest users.

Short-term employee impact:

Provided jobs for hard-core, young unemployed. No job-specific skills acquired other than chain saw operations.

Human capital development:

Very little, except for formation of attitudes about working for those who never worked previously.

Community satisfaction/acceptance:

Project has low community visibility. Unfavorable publicity generated by work release escapees, but community glad to see young men "off of relief and at work."

Influence on development process:

None

Probable long-term economic impacts:

Marginal, at best. Improved roads make it easier for local residents to get to work.

V. Summary Impact Assessment

The Bureau of Forestry maintains no regular work crews for the forest protection and management programs performed in this project. Title X provided unskilled manpower for the labor-intensive tasks required.

The Title X project consisted of renovative or preventive maintenance which the forest required. The renovations will last about 10 years, while the culvert and road grading will last about 40 years. The project provided the work force of 50-60 young men with steady employment. For many of them it was their first job, and provided an opportunity for them to develop necessary work habits.

Project ID#:	08615154051
Project Type:	346, Forestry, Conservation, Recreation
Total Funds:	$332,580
Title X Funds:	$166,250
Total Title X Employees:	47
Sponsoring Agency:	INTBOR

PARK TRAILS CONSERVATION PROJECT
OKLAHOMA CITY, OKLAHOMA

I. Project Description and Outputs

The Oklahoma Division of State Parks and Recreation Department was awarded a total of $332,500 for construction of trails, reclamation and reforestation work including delineation and definition of park areas, screening, road closure, shoreline stabilization and landscaping, construction of a nature interpretive center, and primitive camping facilities for residents of the state. Of the total amount, $166,290 came from Title X; $99,774 was awarded by the Bureau of Outdoor Recreation, and $66,516 was provided by the state. The Title X project was administered by the Trails and Interpretive group of the Parks Department; this group was funded only a year and a half ago; the Title X project is its first trails effort.

Originally, 25 projects had been proposed under the Title X proposal. Six projects have been completed by January, 1977 and six others have been deleted from the plans. Work completed thus far includes:

Lake Murray:	reclamation of the lodge and cabin area
Little River:	development of a 2 mile nature/hiking trail designed for access

by the blind and ambulatory handicapped individuals; reclamation of Clear Bay shoreline and Little Axe shoreline is nearing completion.

Fountainhead: definition of recreational vehicle pullouts, construction of two-mile trail system.

Murrell Home: development of a nature/interpretive trail and landscaping of mansion grounds.

Arrowhead: development of a two mile pedestrian/bicycle path along the lake shore ending at a picnic-camping area.

Salisaw: campsite definition and improvement; landscaping at Bushy Creek area and around playgroup.

Sequoyah: two mile nature/hiking trail connecting the Lodge area with campground area.

Eight additional projects are scheduled to begin during February, 1977, including the Robbers' Cave nature-interpretive center and trails development project. Robbers' Cave is the largest of all projects originally proposed; approximately $150,000 will be spent for that site. The amphitheater to be constructed at the Robbers' Cave interpretive center will be built from rock quarried locally; this will provide for some specialized on the job training for workers.

A total of 47 workers have been employed on the project through January, 1977. Additional hiring will begin in February for the Robbers' Cave project. The project has been granted a time extension until January 1978 to complete the proposed work.

II. Project Area

Oklahoma is a state of many contrasts--mountains, plains, forests, mild climate, and a wealth of water. To date, the majority of trails and outdoor recreational facilities have been located on Federal lands and are generally in the eastern, mountainous, part of the state. The passage of the "Oklahoma Trails System Act" in 1974 provided the framework for developing a statewide trail network and charged the Oklahoma Tourism and Recreation Commission with the authority and responsibility for planning, constructing, and maintaining the trail system.

While the Title X project is administered through the State Parks and Recreation Department in Oklahoma City, the majority of projects are located in the eastern part of the state. Eastern Oklahoma is currently experiencing a 12% growth rate. Tourism and recreation have become a major industry in the area.

III. Project Relationship to Area Needs and Plans

The trail building, reclamation, reforestation and construction projects proposed for Title X funding were compiled after careful review of Oklahoma's Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP was examined on a district by district basis to determine which areas had the highest unemployment rates, could benefit from labor intensive projects, and could utilize the trails and facilities created.

The relatively new Trails and Interpretive group of the Parks Department was eager to begin projects of their own on state land. The nature/interpretive trail built at Little River addresses the needs of a specialized audience: those who are blind and/or ambulatory-disabled. The trail is located near schools for the blind and the deaf and is the first of its kind in the country.

IV. Impact Checklist

Demand for project output:
Increased leisure time and need for outdoor recreation has been documented in the state's SCORP.

Relationship to area plans:
Title X projects were developed based on existing long range planning in the SCORP.

Use of project output:
Projects which have been completed were finished just before the cold weather, therefore little use has been observed so far. User surveys will be conducted during the summer of 1977.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
$99,774 from the Bureau of Outdoor Recreation and $66,516 from the state.

Leveraging of additional funds:
None.

Quality of life impact:
Additional services have been provided, particularly for the handicapped. The Governor has praised the program for improving the facilities available to the state.

Short-term employee impact:
Immediate employee payroll benefits.

Human capital development:

On the projects completed thus far, unskilled workers were hired to perform unskilled jobs. The upcoming Robbers' Cave project will provide worker training in quarrying and laying rock.

Community satisfaction/acceptance:

Local newspapers and the governor's Quality of Life Program have praised the project. The Oklahoma Trails Association has recently formed and encourages projects of this type.

Influence on the development process:

Title X provided the beginning for a statewide trails system on state lands. The state could not have provided the same level of funding at this time.

Probable long-term economic impacts:

Use of state outdoor recreation facilities will provide some revenue to the state.

V. Summary Impact Assessment

The Park Trails Conservation Project began in December, 1975, and is scheduled for completion in January, 1978. Portions of the total project have been completed but will not be used very much until the spring months. The trail built at Little River for the blind and ambulatory-disabled provides new services to the handicapped individuals in the area. Evaluation of other impacts of the project, aside from immediate payroll benefits of employees, will have to come upon completion of the project.

Project ID#: 04615206004

Project Type: 343, Forestry, Conservation, Recreation

Total Funds: $150,000

Title X Funds: $130,000

Total Title X Employees: 85

Sponsoring Agency: CPRC

RIGHT OF WAY CLEAN UP
TURNER COUNTY, GEORGIA

I. Project Description

The Coastal Plains Area Planning Commission requested $130,000 for the Turner County Roads Department to clean and trim right of ways along secondary, sometimes unpaved county roads. The project began in March 1976 and will continue through March 1977 when approximately 430 miles of county roads will have been trimmed and maintained to eliminate trouble spots at intersections, curves, and along hills, bridges and driveways. The nature of the work was to cut heavy underbrush using slang-blades, brush hooks, or axes, then either to haul the brush to a dump site, or to stack it in piles along the road. Maintenance of these roads is an ongoing process: every six months these same roads must have the underbrush cut back at trouble-spots.

The original plan was to use two crews (eight laborers and 1 foreman on each crew). However, due to the high turnover on the crews, there is now only one crew (ten laborers, one foreman). The present work crew has been working on the county roads since October without any change in personnel. The Georgia State Employment Service sent prospective employees to the project director (foreman of the road crew) who would interview them, and

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if an opening was available, hire them. Starting pay was $2.50 per hour, raised to $3.00 per hour if the employee was a stable worker. During the hot summer months when many school aged youths were seeking employment, the turnover on the crews was constant. Many found the work too strenuous, the heat excessive, and the hours too long. Some of these younger, inexperienced workers lasted only one or two days before quitting, or getting fired. The County Road Commissioner believes the current 11 man work force is "as good as any of the other highway department employees."

The Turner County Highway Department gets periodic phone calls or informal suggestions for sections of road that need attention. (A county resident will see the Road Commissioner in the post office and comment about the Chinaberries and Johnson grass growing along Lower Road...). The vegetation in southern Georgia, black gull, gull berry, pussywillow, formosa trees, pig weed, chinaberries and Johnson grass, grows so rapidly that the brush along the sides of the roads must be constantly cut back to keep from overgrowing these secondary roads.

II. Project Area

Turner County's population is 8,790 (1970) an increase of 4.2% over 1960 census figures. Located in south central Georgia, Turner has excellent surface transportation--Interstate 75, U.S. Highway 41, and Georgia Highways 32, 112, and 159. The county seat, Ashburn, (population 4,200) is the largest town; other incorpoated towns in the county are Rebecca (266) and Sycamore (547). Two planning agencies, Ashburn-Turner

County Planning Commission, and the Coastal Plain Area Planning and Developmental Commission work to promote industrial, economic and social service interests in the county.

The Georgia Department of Labor estimates a civilian work force in Turner County of 3,710. Unemployment estimates show an unemployment rate, the number of persons not officially registered in the State Employment Service as seeking work may be as high as 10-12%. The county has an existing industry base of 20 firms, 5 employing 25 or more people.

Many county residents have been self-employed, and when unemployed do not appear in any official unemployment rates. The industrial development in Turner County appears healthy. Three new industries have located in the county, and three others have expanded their operations in the past five years.

III. Project Relationship to Area Needs and Plans

The project activities, "beautification of county roads" reflect the employment priorities of the highway department rather than any conscious economic strategy for the county. The clearing of brush along county roads will in no way influence locational or developmental strategies for a specific plant, industry or developer. The project activities do not reflect any longstanding development plan, nor any continuing demand by county residents to provide better maintenance of these secondary roads.

The mayor of Ashburn (the county seat) and the county road commissioner confirmed the fact that the project activities were one of the few projects that could provide employment for unskilled, unemployed county residents who needed a job and were "down on their luck." Title X monies are providing stable employment for eleven workers who could not otherwise be employed by the county due to insufficient funds. The county road commissioner normally includes cutting brush along these roads as part of the regular duties of the four-man work crew responsible for grading, patching, signing and paving the roads in the county. Since the brush grows back in six months to a year, the impact of the project is short-term.

IV. Impact Checklist

Demand for project output:
There was no general community demand. The county highway department needed additional manpower for maintenance of right of ways along roads.

Relationship to area plans:
This work is an on-going need of the area.

Use of project output: If output is defined as the elimination of brush along selected areas then the use of the output is minimal. If the project output is defined as improved roadway safety, then the output is useful for county residents.

Influence on particular locational or developmental decision:
None.

Leveraging of concurrent funds:
None that would not have been committed under normal budgeting ($20,000 from county). Highway department contributed 1 pickup truck, hand tools, and a tank of gas each week for transportation.

Leverage of additional funds:
None.

Quality of life impact:

Improved safety on county roads from greater visibility may avoid collisions or save lives, but this impact is not seen as a major contribution to the quality of life.

Short-term employee impact:

Eleven project employees held jobs not otherwise available. None of the 74 other employees who worked on the project hold jobs with county agencies.

Human capital development:

None.

Community satisfaction/acceptance:

Low visibility of project makes community awareness extremely low. Few residents are even aware that road crew cutting brush is funded through Title X monies.

Influence on the development process:

None.

Probable long-term economic impacts:

County road maintenance budget was stretched by $130,000 from Title X funds. In 6 to 12 months, all the brush will have grown back.

V. Summary Impact Assessment

While it is clear that clearing brush from the sides of county secondary roads is a necessary and legitimate need for the county, it is difficult to identify any substantial impacts which might contribute to the area's economic development.

The most frequently observed impact from the project activities is improved safety at intersections because motorists have an expanded field of vision to observe other vehicles approaching. This safety factor also can be applied to the pick up and discharge of school children who ride the county buses to the regional school in Ashburn. Motorists from both directions must stop for a school bus discharging or picking up children; however the heavy underbrush along roads, particularly on curves, made it difficult to see a stopped bus.

The small population and labor base for the county, the informal planning process and the low skill level required for the project all contributed to make this project insignificant in terms of long-term impact. Further diminishing the magnitude of the impact is the fact that within six months the brush will have grown back along some stretches of road, requiring the same maintenance operations by the highway department to preserve the new, improved roadway safety gained from having increased visibility at intersections, curves and hills.

Project ID#: 04615650374
Project Type: 341, Forestry, Conservation, Recreation
Total Funds: $218,760
Title X Funds: $124,500
Total Title X Employees: 48
Sponsoring Agency: ARBA

GEORGIA AGRIRAMA
TIFTON, GEORGIA

I. Project Description

Part of Georgia's heritage is the small, self-sufficient farmstead which grew its own food in the fields, raised a few barnyard animals, and produced a small cotton cash crop. To preserve this legacy, the Georgia State Legislature in 1970 authorized a feasibility study to determine the costs and location for an agricultural village that would be open to the public to portray a rural Georgia community as it existed before 1900. In 1972 the Georgia Agrirama Committee began implementing the recommendations from the feasibility study by designating Tifton as an ideal location, and authorizing a core planning staff to begin the complex process of establishing a 70 acre Georgia farmstead that would showcase the lifestyle of an agricultural heritage that threatens to be forgotten by the 20th century preoccupation with specialization through mechanization.

The state allocated $605,000 in 1973 to begin the recreation of a community including 25 buildings, fields, ponds and facilities for the public. Meticulous care was exercised in finding the appropriate gristmill, cotton gin, printing presses, barns, church, train depot, and homestead from the surrounding area. Despite the commitment of human and financial resources, the project lagged behind schedule, making the projected opening in July 1976 doubtful. In August 1975, the Georgia Agrirama Director learned of the possibility of Title X funding to assist with the labor intensive renovations to the antiquated structures. The award of $124,500 Title X funds, plus state funds totalling $94,260 in January 1976 provided the necessary financial support to launch the crash labor effort which culminated in opening the Agrirama on schedule in July 1976.

The work performed by project employees included grading, landscaping, carpentry, furniture restoration, and general site improvements. More specifically, 3 barns were reinforced, the 1986 log cabin interior was renovated, the print shop roof and floor replaced, the doctor's office in the depot was restored, the 1882 church was painted, and the cotton gin building was constructed, all using Title X project labor. All planning and supervisory personnel were paid from state funds. Extensive landscaping included walkways, plantings, and construction of fences. Forty-eight project employees worked on the buildings and grounds of the Agrirama, with most of this effort taking place between January and July, 1976.

This project, unlike many that were reviewed, benefited from long range planning initiated in Athens, Tifton, Rome, and Atlanta. The missing component was funds which could be directly applied to the physical restoration of the buildings. Without the project funds, the project director estimated that only three structures would have been ready for the July opening; the availability of the Title X funds meant that 15 more buildings could be included in the presentation to the public.

II. Project Area

Tifton, located in Tift County, is 108 miles south of Macon, 191 miles south of Atlanta, and is served by Interstate 75 and Georgia routes 7, 50, and 35. Population has shown steady growth since 1950, both for the county seat, Tifton, and Tift County.

Population	1950 Census	1960 Census	1970 Census	1976 Est.
Tifton	6,831	9,903	12,179	14,500
Tifton County	22,645	23,487	27,288	30,000

No unemployment figures are available for Tifton, or the labor market area. Representatives from the Chamber of Commerce, and the Tift County Industrial Authority estimate unemployment at 7% during 1976, but point out the economic climate is healthy and growing. Unemployment has not hit this 7 county region as severely as others in Georgia due to a diversified industrial base and strong agricultural sector. Additionally, the service sector (fast food establishments, gasoline service stations, motels) appears to be flourishing due to the three exit and access ramps for Interstate 75.

Tifton has a strong diversified educational system of 10 public schools, one private school, and a two-year coeducational residential college, Abraham Baldwin Agricultural College (ABAC). The Rural Development Center, part of ABAC, serves the rural development needs for the state of Georgia.

Agriculture plays a vital part in the general economy of the area. The nickname "Diversified Farm Center" often used to refer to Tifton, refers to the variety of produce locally grown and shipped nationwide. Principal crops (besides vegetables) are tobacco, peanuts, cotton, pecans, and hay. Timber and pulpwood has been a strong contributor to the economic strength of the agricultural sector, aided in recent years by the growing importance of cattle, dairy products, hogs, poultry and eggs.

III. Project Relationship to Area Needs and Plans

The Title X activities at the Agrirama reflect a carefully planned and state defined need for an historical replica of a rural Georgian village in the late 1800's. The state and local planning took place during a span of six years (1970-76). This Title X funding facilitated the completion of a larger, more costly project. The State of Georgia had committed $1.3 million to Agrirama before the availability of Title X monies. Because of the commitment by the state to establishing this rural village, the need for this project must be considered as a priority of the state, rather than a priority of Tifton, or even the expanded 7 county area surrounding Agrirama. Yet the economic benefits and impacts will ultimately contribute more to the Tifton area than the entire state. The jobs created by Agrirama (20 full time, 38 part time), the locally contracted services, the tourist expenditures for food, automotive products, and accomodations, and the materials purchased by Agrirama will add approximately

$500,000* to the 1977 Tifton economy that did not exist prior to the creation of Agrirama.

In the words of the project director, "Without the funds provided by Title X we would have opened Agrirama in July 1976 with a country store, a barn, and an information center. Instead, we opened with 15 restored buildings and a beautifully landscaped physical setting that tells the story of rural Georgia the way we had hoped to present it to the public." The reaction of Tifton residents to Agrirama is equally enthusiastic, yet there is a low level of awareness to the key role Title X funds played in the restoration of the buildings.

IV. Impact Checklist

Demand of project output:

Restored Agrirama buildings were unsafe for public inspection prior to Title X activities.

Relationship to area plans:

Prior planning by state (rather than local) officials identified project activities for inclusion in physical and fiscal plans dating back to 1972.

Use of project output:

15 buildings restored by project employees are viewed by paying public visitors. Furniture restored by project employees completed interior furnishing of buildings--desks, chairs, church pews, dressers, beds, etc.

Influence on particular locational and development decision:

The decision to locate Agrirama in Tifton was made several years before Title X project funding.

Impact on a critical developmental blockage:

Project funding enabled Agrirama to open on time with a much expanded physical presentation.

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*($312,000 Agrirama budget, 100,000 visitors X $2.00 estimated average expenditure)

Leveraging of concurrent funds:

Other funds from the state were already committed prior to project application. State contribution for materials and supervision totalled $94,260.

Leveraging of additional funds:

None.

Service/quality of life impact:

Preservation of rural agricultural past is an important quality of life impact--preserving the past for the future.

Short term employee impact:

5 Title X employees were absorbed into work force at Agrirama. Two employees started their own landscaping company after gaining similar experience on project.

Human capital development:

OJT skills involved carpentry, painting, furniture restoration, landscaping techniques.

Community satisfaction/acceptance:

Locals express pride that Agrirama is located in Tifton. There is a low level awareness that Title X funds were used to employ persons due to magnitude of Agrirama project.

Influence on developmental process:

The project had a critical influence on meeting the June 1976 opening deadline for Agrirama, and secondary influence on increasing business for restaurants and accommodations.

Probable long term impact:

Agirama significantly increases revenues in Tifton through expanded employment and tourist related expenditures of visitors. The likely economic impact from Agrirama (not all attributable to Title X monies) will be $500,000 in 1977, $750,000 in 1978, $1 million in 1980, and $2 million in 1984 depending on physical expansion of Agrirama and increasing rate of Agrirama visitors each year.

V. Summary Impact Assessment

The Georgia Agrirama opened in July 1976 culminating six years of work to create a rural Georgia farmstead. The stream of economic benefits that will be generated by Agrirama should be substantial as the original physical plant expands, more employees are added, and tourist visitations increase. It is not possible to isolate the long term impact of Title X project monies within the context of the entire project. Yet the role that the project activities played in allowing Agrirama to open on schedule accelerated the immediate impacts and will be contributory to increasing the long term impacts at a faster rate than if the Title X funds were not available. Some financial projections support this point. From July 1-December 31, 1976 approximately 20,000 visitors saw the Agrirama exhibit. Without the project funds to restore the 1[illegible] buildings and complete the landscaping, the appeal of Agrirama would have been diminished, resulting in fewer visitors. The visitor projections for 1977 are 100,000 persons (60,000 from out of state, 40,000 from Georgia). If Title X funds had not been available to restore the buildings, the Agrirama would be still trying to renovate buildings.

It is important to acknowledge the contribution of Tifton County in grading and paving the parking area (cost - $181,000 county, $20,000 Agrirama), and the Senior Citizen Employment Service Program which provides federal dollars for 38 parttime positions (20 hours per week) at Agrirama as guides, attendants, machinery operators, and maintenance personnel.

The impact on unemployment in Tifton from the Title X project was both immediate--providing jobs during the summer when seasonal unemployment was high--and longer term--3 full time positions resulted after project activities concluded. The 5-10 year impact on employment from the Agrirama tourist attraction has several pros and cons. On the one hand, an increase in tourists to the Tifton area, primarily during summer months, will mean more service jobs in fast food establishments, motels, and at the Agrirama site. On the other hand, these will be seasonal, low skill, low pay jobs that will go to mostly school aged young people. The trade off must be made with this local economic development project--more total dollars into the local economy, but with an acknowledged seasonal demand for jobs and resulting unskilled, minimum wage positions. However, this condition may not be so disadvantageous to Tifton. Because of the strong industrial and agricultural sectors of the economy it is not likely that the employment impact in the service sector will be disruptive to the labor force by creating labor shortages in the summer, and surpluses in the off season. Instead, the large number of high school and college aged persons in Tifton (approximately 3,000) might prove to be an excellent source of labor to meet the increased demand during summer months when students are on vacation.

A final note should be made about the quality and attractiveness of the Agrirama project. The initial emphasis in designing a rural homestead was on authenticity in recreating this replication of the past. The implementation of this plan has been fastidiously adhered to. The feeling created by visiting the Agrirama is like turning the clock back 100 years. The uncompromising attention to small details, like using pot bellied stoves for heating in winter, guides attired in 1800 dress, split rail fences, brick and flagstone paths (instead of asphalt) have combined to create a flavor of what it must have been like in rural Georgia before 1900. This faithful execution of research and planning should pay off in future years, setting the Agrirama apart from just another tourist attraction.

Project ID#: 01615082751

Project Type: 346, Forestry, Conservation, Recreation

Total Funds: $185,600

Title X Funds: $55,680

Total Title X Employees: 23

Sponsoring Agency: INTBOR

IMPROVEMENTS TO THE CITY PARK
WARWICK, RHODE ISLAND

I. Project Description and Outputs

The City Planning Department worked with the Waterfront and Parks District Commission to operate a Title X project whose primary goal was to improve an undeveloped 198 acre park. The city received $55,680 in Title X funds along with $92,800 from the Bureau of Outdoor Recreation and $37,120 from the city. Improvements to the park included: installation of a large gate at the park's entrance; construction of two picnic shelters, a maintenance building, a ticket booth, and a totlot; enlargement of the existing bike path by 3100 feet; erection of rustic fences; landscaping a walkway; and clearing of underbrush. Additionally, Title X funds were used to build six new totlots. These improvements were part of the city's master plan for parks.

The city advertised the Title X jobs in the paper and received three or four times as many applications from local residents as they could accommodate. The Waterfront and Parks District Commissioner was responsible for supervising the project, and in turn, delegated authority to four foremen who supervised the daily operations. Warwick's principal planner was responsible

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for getting the grant, administering it, and designing the park improvements.

II. Project Area

Warwick is located on the west side of Narragansett Bay, approximately ten miles south of Providence. It is one of the rapidly growing suburbs of Providence. Its population increased by 59 percent between 1950 and 1960 and by 22 percent between 1960 and 1970. Its 1970 population of 83,694 made it the second largest city in the state. In the past few years, growth has slowed; but there is still some expansion taking place.

The town is not as dependent on manufacturing as some of the other towns in Rhode Island. Although manufacturing is still the largest sector (accounting for 28 percent of total employment) wholesale and retail trade account for about the same amount of employment. The principal manufacturing firms produce machinery; textiles account for only one percent of all manufacturing employment. The town has the major air facility for the Providence area, excellent transportation, and two regional shopping centers. It is located in the area the state would like to develop for industry. Warwick, therefore, is not dependent on declining sectors as many other towns in Rhode Island. However, its unemployment rate in July 1975 still reached 13.2 percent.

III. Project Relationship to Area Needs and Plans

Warwick's critical block to development is sewers--only 15 percent of the city has sewer service. The city has an abundance of prime industrial land that could be developed if the city could build sewers. Existing industrial parks do have adequate access roads to the major interstates, and additional roads could improve the development potential for Warwick. Top priority projects listed in the OEDP include a sewer and pumping station, access roads and site improvements to an industrial park, and construction of a municipal administrative center.

Parks are not a high priority in Warwick. However, three years ago the town passed a major bond issue for capital improvements to the town's recreational facilities, which included a swimming pool, bike path, and public school playing fields. Since the city is in bad financial condition, the project planners did not really see the possibility of another bond issue for improvements to the city park in the near future. Because the Bureau of Outdoor Recreation, the primary source of park funding, required 50 percent matching local funds, the principal planner had been somewhat doubtful that these improvements could be made. When Title X became available, it permitted Warwick to carry out some of its park plans.

IV. Impact Checklist

Demand for project output:

Before this project, the park was essentially undeveloped. These improvements allowed for greater use of the facilities. Use of all the park facilities has doubled since improvements were made. Use of bike paths has increased about five times. There was no existing capital improvement budget for these improvements, so Title X funds were essential.

Relationship to area plans:

Improvements were not part of economic development plans but were part of Warwick's recreation and open space plan.

Use of project output:

Parents and small children utilize neighborhood totlots. Families use the city park for picnics, bike riding, and general outdoor recreation. Additionally, the new park gate allows passersby to notice the park. Before the project improvements, it was difficult to locate the park.

Influence on particular locational or development decision:

None.

Impact on critical development blockage:

None.

Leveraging of concurrent funds:

With Title X funds, Warwick was able to receive 50 percent matching funds from the Bureau of Outdoor Recreation by only having to put up 20 percent of their own in-kind resources. The project received $92,800 from BOR and $37,120 from the city.

Leveraging of additional funds:

Project planners feel that their success with Title X may help the city get additional funds from the Bureau of Outdoor Recreation because they can see that Warwick works well. In fact, they have already submitted an application for development of a boat yard.

Quality of life impact:

This park was the only major city park in Warwick and was not well utilized because it lacked facilities. Title X has now made the park more usable and therefore has improved the quality of life in Warwick.

Short-term employee impact:

People that were hired represented a range of skills. Some were skilled carpenters, jacks-of-all-trades, and some were unskilled relative to the work they were doing. The group displayed tremendous ability and learning from each other. (About 2/3 were unskilled in construction skills.)

Human capital development:

Some of these employees may go into construction work, since they have both the experience to show as well as new skills. Additionally, two of the four foremen had never supervised before, and so gained this experience.

Community satisfaction/acceptance:

At first, people were suspicious of the park improvements, but later they liked the changes. There were some complaints over the positioning of the equipment in the totlots, since no one wants children playing outside their windows. Some felt that the gate at the city park was a waste of money. This community reaction, however, is the same as reaction in general to other park improvements. The enthusiastic response to the job announcement indicated the strong need for jobs in Warwick.

Influence on development process:

None.

Probable long-term economic impacts:

Park improvements have a life expectancy of 15-20 years.

V. Summary Impact Assessment

The project directors felt that the key to the success of their project was their ability to serve as their own contractor and coordinator. It made the operation more efficient. These two men appear to have an entrepreneurial spirit. For example, designing of the totlots should have been done in conjunction with the recreation department. However, since the project directors felt that the department would not add anything, but could hinder operations, they bypassed it altogether. The mayor was pleased with the project's the work they were doing. The group displayed tremendous ability and learning from each other. (About 2/3 were unskilled in construction skills.)

Human capital development:

Some of these employees may go into construction work, since they have both the experience to show as well as new skills. Additionally, two of the four foremen had never supervised before, and so gained this experience.

Community satisfaction/acceptance:

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Influence on development process:

None.

Probable long-term economic impacts:

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V. Summary Impact Assessment

The project directors felt that the key to the success of their project was their ability to serve as their own contractor and coordinator. It made the operation more efficient. These two men appear to have an entrepreneurial spirit. For example, designing of the totlots should have been done in conjunction with the recreation department. However, since the project directors felt that the department would not add anything, but could hinder operations, they bypassed it altogether. The mayor was pleased with the project's accomplishments and would like to retain some of the Title X employees as CETA workers to continue construction work. However, at present there are no funds available.

The primary impacts of this project were the employment of local residents who were unemployed, purchasing of materials in the general Providence area, and park improvements which would not have been possible without Title X.

Project ID#: 04615207204

Project Type: 347, Forestry, Conservation, Recreation

Total Funds: $29,711

Tital X Funds: $29,711

Total Title X Employees: 42

Sponsoring Agency: CPRC

SOUTHSIDE AREA DRAINAGE PROJECT
JACKSONVILLE, FLORIDA

I. Project Description and Outputs

The Southside Area Drainage Project was a $29,711 segment of Jacksonville's overall drainage improvement effort. A total of 21 drainage projects were funded with Title X monies. All twenty-one projects were coordinated and administered by one project director, with foremen and crews working throughout the city.

Title X funds allowed the city to clear ditches, pipe underpass areas, and install riprap in areas which badly needed attention but for which the city had not provided funding. Total output of the projects, including the Southside area are:

	Person Hours			Linear Feet		
Area	Allotted	Used	% Complete	Goal	Accomplished	% Complete
North	15,894	18,594	117%	104,450	161,465	155%
West	13,778	15,206	110%	158,550	191,731	121%
South	30,561	33,161	109%	227,800	316,967	139%
Total	60,233	67,255	111%	490,750	670,163	137%

As indicated by the "percentage complete" columns, the drainage projects were able to accomplish more than they had originally planned. The project director attributed these results to (1) the greater efficiency of these projects as compared with the usual work crews, and (2) to the difficulty of estimating linear feet of ditches for the original proposal.

II. Project Area

Jacksonville, Florida is located in the northeastern corner of the state and is geographically the largest city in the U.S. The city is a fast growing area with population increase of 7.4% from 1970 to 1975 and a current civilian labor force of 291,000. Population during the 1960-1970 decade also grew rapidly with a 16.1% increase. Wholesale and retail trade is the area's most important economic sector and employs approximately 69,000 people.

Drainage and flood control are major concerns in Jacksonville. The city is nearly at sea level and the water table is often only 3 or 4 feet below ground. As more and more of the area is paved and developed for housing, drainage and flooding are increasing problems. Additional drainage ditches and repair of existing ditches are being supplemented with reservoirs and ponds to provide for runoff.

III. Project Relationship to Area Needs and Plans

The Jacksonville Department of Public Works (DPW) originally submitted proposals for 27 drainage projects; 21 were funded. Officials responsible for each of six subareas in the city were asked to review blueprints of all drainage ditches in their area and to determine which ditches were in need of clearing and repair. The Southside area found the most ditches needing attention. Five years ago, the city used nearly 150 prisoners to perform this type of labor. Without these workers the city has been handling drainage problems on a fire-fighting basis. Ditches have been cleared and repaired only as flooding occurs or complaints are submitted to the DPW.

Ditch clearing and repairing has not been part of the DPW's Five Year Plan; the funds simply have not been available. Depending on the ditch and the conditions, ditches should be cleared once or twice each year. Many of the ditches worked on had not been cleared out in several years. There is a continuing need for improved drainage in Jacksonville; Title X funds allowed the city to complete projects which otherwise could not have been finished.

IV. Impact Checklist

Demand for project output:
The Department of Public Works was acutely aware of the need for improved drainage throughout the city.

Relationship to area plans:
These projects were not part of specific planning but were a long-standing need.

Use of project output:
Improved drainage ditches have been used as soon as completed.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
Improved drainage has improved sanitary conditions for residents of those neighborhoods.

Short-term employee impact:
Immediate payroll benefits and development of good work habits.

Human capital development:
Unskilled workers were hired for basically unskilled jobs. Four of the Southside Project workers were hired as permanent city employees.

Community satisfaction/acceptance:
Residents of the area have called in to the DPW to express their satisfaction and appreciation.

Influence on the development process:
None.

Probable long-term economic impacts:
None.

V. Summary Impact Assessment

Jacksonville's Department of Public Works has made efficient use of the Title X funds to clear ditches, pipe underpass areas and install riprap. The reapir work should be repeated every year, yet some of the ditches worked on had not been serviced in five years. In all three areas of the city more work was accomplished than originally had been planned. In many cases more careful work was done than would have been possible under local funding.

The Southside project employed 42 workers; four have been hired by the DPW as full time workers. 160 workers were employed on all of the projects, and of these, 44 have been hired by the city as permanent employees. Most of these people started at the helper level and must keep this position for one year before advancing. Several workers received training in heavy equipment operation and have been hired by the city as equipment operators.

Project ID#: 04625299806

Project Type: 346, Forestry, Construction, Recreation

Total Funds: $180,891

Title X Funds: $170,891

Total Title X Employees: 106

Sponsoring Agency: ARC

RENOVATION, DEVELOPMENT, BEAUTIFICATION, CLEMSON, SOUTH CAROLINA

I. Project Description and Outputs

The grantee of this $180,891 project was the Clemson University Department of Physical Plant. The project, like those undertaken in Oconee County, was administered and managed through the Appalachian Council of Governments (COG). The project itself consisted of four tasks involving physical improvements to the 958 acre Clemson University Campus. The diverse projects had as their objectives improved drainage access, safety and esthetics. The work was very labor intensive, with approximately 81% of total project monies allocated to labor accounts. The project had an initial planned employee level of 32; however, upon completion of the work, 106 persons had been employed on the project, most for little more than a few days.

One of the campus improvements consisted of the construction of a 1400 foot concrete sidewalk along Route 93, a busy thoroughfare which bisects the main campus. The absence of a sidewalk had become a serious safety problem in recent years, due to sharp increases in both pedestrian and vehicular traffic.

The Title X crew also constructed a concrete retaining wall and drainage culverts along the edge of a track and playing field. Prior to these improvements, the athletic fields suffered from flooding and siltation caused by the spillage of storm water from the banking adjacent to the road. The drainage improvements have largely eliminated the problem, remedying both the erosion problem along the hillside and the flooding problem on both the track and field.

In another project, the work crew, assisted by a private contractor, further developed and improved two landscaped plazas on the campus. The first of these was in the central open courtyard area of the student union. Here concrete planters were built and ornamental shrubs were planted. In another campus location, an open plaza was created where three buildings in the schools of agriculture and horticulture form a horseshoe configuration. The new plaza, known as Agricultural Plaza, provides a physical linkage between the three structures. The plaza includes concrete walkways, benches and landscaped areas at important activity nodes. Much of the pouring and finishing of the cement, because of the highly specialized nature of the work, was done by a private contractor using project monies. All of the architectural and engineering design work for this and the other tasks included in the overall Title X project was done by the University's in-house staff.

The final project element involved the cleaning of underbrush, installing of drainage pipe, and landscaping of a wooded creek in the rear of the main campus buildings. Upon completion, the developed property will include walking trails and picnic tables. Due to the delays, only a portion of this project, known as University Park, was completed prior to the termination of the Title X program. Title X workers also assisted in other physical maintenance work at the campus including sidewalk repairs.

II. Project Area

A full description of the Clemson area is found in the writeup of the Horticultural project, pg. 79.

III. Project Relationship to Area Plans

The project had little relationship to local area development plans. The project was neither designed to influence a particular industrial locational decision nor to remedy a weak element in the local infrastructure. This is largely due to the fact that the grant recipient was the university, an institution which by its nature is rather separate from the local political jurisdictions in which it is located. This relationship is further emphasized by the fact that Clemson is a state university. Its student population is drawn from the entire state of South Carolina and its budget is a line item in the state budget. Further, university employees are regular state employees.

Thus, the beneficiaries of the physical improvements on the campus are the members of the university community. The primary financial beneficiaries are the taxpayers of the state who would most probably otherwise have been required to pay for these projects in future years as a very small element in the general university budget.

It should be observed, however, that the project did bear direct relationship to the university's physical improvements plans. None of the projects were in any sense "make work" projects but were rather projects which had been on the university's "drawing board." Title X enabled a rapid acceleration of the project's schedule. Finishing so much work within such a short period of time served to both reduce actual project costs and to minimize the potential disruptive impact on the university if the projects had been done in increments over several years.

IV. Impact Checklist

Demand for project output:

The most needed subprojects were the new sidewalks, which increased public safety, and the drainage project, which remedied an environmental problem--the erosion--and improved an athletic facility.

Relationship to area plans:

There was almost no relationship to area economic development plans, but a direct relationship to university plans.

Use of project output:

All but the incomplete University Park project are being utilized by the university community.

Influence on a particular locational or development decision:

None.

Impact on a critical development blockage:

None.

Leveraging of concurrent funds:

The university donated matching funds.

Leveraging of additional funds:

None.

Quality of life impact:

The net effect of all of the subprojects was to improve the quality of life of the university.

Short-term employee impact:

The project hired previously unemployed persons and was very labor intensive, thus maximizing potential impacts on employment potential. However, high turnover rate was disappointing.

Human capital development:

High turnover rate and resulting low morale of workers reduced this potential.

Community satisfaction/acceptance:

The project was a highly visible and popular project within the university community. It received good local press.

Influence on the development process:

Negligible.

Probable long-term economic impacts:

Most impact is in quality of life within the university community.

V. Summary Impact Assessment

While the project's outputs were needed and useful within the context of the university community, they bore little relation to the local economic development process other than to provide some construction related job training to project participants. There were, however, certain beneficial local impacts. Nearly all of the project participants were previously unemployed persons from the three county area, Oconee, Pickens and Anderson. This provided some stimulus to the local economy, as did the purchase of equipment and materials, such as concrete and ornamental plants from local merchants. In addition, the cement finishing contractor hired for the work in Agricultural Plaza, was based in the project area. The new sidewalk along Route 93, though on university property, will benefit the city of Clemson since its users are both students and city residents. In addition, though only a relatively small number of participants out of the 100 total left the project for permanent employment, the skills training which the Title X job provided should be listed as a project output. Out of the total, 2 have been hired by the Department of Physical Plant, 2 have been hired elsewhere in the university, and 19 have secured private employment. Skills and experience gained in the program assisted many of these individuals in gaining these new positions.

COG technical assistance and management were also an asset. Specifically, the COG assisted with quarterly reports identifying the relationship between plans and accomplishments. However, university procedures and requirements served to somewhat undermine project productivity. Specifically, all participants for job openings were required to follow a lengthy procedure involving the university's Personnel Department, state employment service and Department of Physical Plant. Each became a temporary state employee with benefits paid by the university, such as holiday and vacation pay as well as sick leave. Materials purchased were also channeled through university purchasing, another procedure which imposed time costs on the project in terms of late materials delivery.

The primary cause for the high turnover rate and the most serious problem affecting the project were the low wages paid to participants. These conformed to the very low wages paid to regular university employees, wages which are far below those paid for similar jobs in the private sector.

Project ID#: 01615087951

Project Type: 300's, Forestry, Conservation, Recreation

Total Funds: $101,000

Title X Funds: $ 60,600

Total Title X Employees: 14

Sponsoring Agency: INTBOR

GREENBRIER STATE PARK BEACH IMPROVEMENTS
HAGERSTOWN, MARYLAND

I. Project Description

This project was funded by Title X ($60,600), the Bureau of Outdoor Recreation ($20,200), and the State Department of Natural Resources ($20,200) to make improvements to a 4000-foot beach at Greenbrier State Park. Poor drainage conditions and prior erosion problems had made portions of the beach unusable by visitors. The actual work required the use of heavy duty equipment (backhoe and bulldozer) to correct existing erosion conditions. A 2000 x 40 foot section of the beach was repaired; installation of 1250 feet of 24-inch concrete improved drainage. Anticipated labor costs have been reduced in favor of greater utilization of heavy equipment. The final labor costs (14 project employees) will be about 45 percent when the project is completed in April, 1977. The State Department of Natural Resources administered the beach improvement project.

Greenbrier State Park is located on a lake at the extreme eastern end of Washington County, just off Route 40. Estimated park capacity is 2400 people. The park has picnic areas, beach front, 140 campsites, and space for 600 day-use vehicles.

II. Project Area

Washington County, in the north central section of the state, is bordered by Pennsylvania on the north, Virginia at its southern tip, and West Virginia on its broad southwestern flank. It is equidistant (70 miles) from Baltimore and Washington, D.C. Population growth averaged 5 percent during the last 14 years, estimated at 110,000 in 1974. Due to migration and development, areas once considered agricultural are now being urbanized.

The sixties displayed prosperity due to an influx of new industry including a large truck manufacturer. In addition, the formation of the Washington County Economic Development Commission encouraged the establishment of industrial parks throughout the county. New industry began to locate, bringing with it diversification of employment, thus reducing the dominance of the transportation manufacturing. Continued expansion of local industry and location of new industry has continued since 1970 to the present. New industry includes transportation, warehousing, paint and plaster manufacturers, and a utility building manufacturer.

The county's labor force in 1972 consisted of approximately 43,688 persons of whom 40,603 were employed; and between 1960 and 1970 the labor force increased from 35,386 to 43,185 persons. This was a ten year gain of 22.0 percent in the local labor force. While unemployment has been low in Maryland, Washington County's rate jumped to 11.1 percent at the beginning of 1976 before dropping to 5.4 percent by November, 1976.

III. Project Relationship to Area Needs and Plans

A "Plan for the County" was completed in 1971 with HUD

701 funds. In 1974 the Washington County Planning Commission completed an Economic Base Study as required to update the "Plan for the County." These plans document that institutional, recreational, and governmental land use approximately 32,000 acres (10 percent) of Washington County. The current plan does not have any proposals for Greenbrier State Park, but focuses instead on Antietem Watershed and Antietem National Battlefield, the Potomac Vally Park Plan, the Chesapeake and Ohio National Historic Park, and the Scenic Rivers Plan. The proposed County Plan (to be finalized in 1977) gives Greenbrier State Park a recreational classification and assigns it low priority development for public facilities (water and sewer expansion).

The Title X projects to improve the beach at Greenbrier State Park does not reflect any specific planning decision made after considering county land use, economic or recreational studies. Even after the project was awarded there was no coordination between the State Department of Natural Resources and County Planning representatives.

The beach improvement project may not have been detailed as a priority in planning activities, however there was a definite need to make repairs at the beach in order to make the facility more usable by the public. During the next five years, the state of Maryland hopes to acquire land around the Appalachian Trail (The Southern Mountain Environmental Area), which would include the land surrounding Greenbrier State Park.

IV. Impact Checklist

Demand for project output:

Strong; park is heavily utilized; crowded conditions at beach due to unusable, soggy area.

Relationship to area plans:
Weak and indirect at best.

Use of project output:
Beach area will be ready for 1977 recreational use.

Influence on particular locational or developmental decision:
None

Impact on a critical development blockage:
None

Leveraging of concurrent funds:
U.S. Bureau of Outdoor Recreation and Maryland Department of Natural Resources contributed $20,200 each.

Leveraging of additional funds:
None

Quality of life impact:
Improvement in beach quality for bathers.

Short-term employee impact:
Payroll benefits, fourteen workers hired (eleven currently employed), with the possibility of one being retained by the Department of Natural Resources when the project ends in June, 1977.

Human capital development:
Two workers trained in use of heavy equipment (back hoe and bulldozer). Ten workers (average age 22 and inexperienced) learned carpentry and masonry skills.

Community satisfaction/acceptance:
Should be positive, but won't know until summer.

Influence on the development process:
None

Probable long-term economic impacts:
Negligible. Possibly more day users from out of area purchasing lunches and gasoline.

V. Summary Impact Assessment

The beach project added 2000 feet of beach to the Greenbrier State Park recreational facilities. Local demand in the summer had created crowding at the existing beach area, therefore county residents and recreational tourists will benefit from the improvements funded by Title X monies by having more usable beach frontage. The employees acquired useful skills, but most will be unemployed at the conclusion of the project. The improvements to the beach will have no noticeable impact on the area's economy.

Project ID#: 083102017

Project Type: 408, Maintenenace, Rehabilitation, Repair

Total Funds: $232,790

Title X Funds: $160,000

Total Title X Employees: 77

Sponsoring Agency: COMEDA

RENOVATION OF ANNEX TO OUACHITA PARISH COURTHOUSE
OUACHITA PARISH, LOUISIANA

I. Project Description and Outputs

The Ouachita Parish project was a demolition and renovation project contracted to Lincoln Builders of Ruston, Louisiana who were the low bidders for the job as advertised. The parish bought the courthouse building, which was built as a medical clinic in the late 1920's, as part of a major program of office expansion. Presently parish officials' offices are located all over town because of a shortage of office space. The parish passed a bond issue of $3 million to buy all the land in the block where the courthouse stands and to renovate the courthouse.

The project included removal of a ceremonial staircase, a skylight and a goldfish pond. The Title X grant was for $250,000, but the parish added $100,000 to include additional windows and absorb a cost overrun. Because it was contracted out, the project was not closely monitored by the parish government and the officials have no idea how many workers were used or what happened to them. The contractor's knowledge is also sketchy.

II. Project Area

Ouachita Parish is in northeastern Louisiana, with a 1970 population of 115,387. Its trade center and parish seat is Monroe, with a population of 63,000. West Monroe, across the river from Monroe, is the second largest city, with 16,000. About 91% of the population resides in an urbanized area. The traditional industrial base was the natural gas fields. When the gas supply was depleted, paper products became the leading industry. The eastern half of the parish is delta land which is used primarily for agriculture (cotton, soybeans). Currently, trade and government are the largest sectors; recently, both have grown significantly while agriculture has dropped. All trends are consistent with state and national growth patterns.

III. Project Relationship to Area Needs and Plans

Need for expansion of the courthouse apparently stems from growth trends which have increased the size of the suburbs in relation to the city of Monroe. The population of Monroe is about 50% black, and the city schools are mostly black. Whites now live outside the city and send their children to parish schools, which are white. The population which the parish government serves is thus expanding.

Employment in the construction industry is sporadic. The contractor states that the project came at a particularly slow time for certain trades and thus helped a number of tradespeople, such as brick masons and steel fabricators, who would otherwise have been out of work. The parish administrator sees the entire $3 million expansion and renovation effort as necessarily creating more jobs simply by making more office space.

IV. Impact Checklist

Demand for project output:
The annex will provide offices which are now located inconveniently throughout the city.

Relationship to area plans:
The project formed a piece of the major ($3 million) renovation package for parish offices.

Use of project output:
The project funded the demolition phase, essential to subsequent renovations.

Influence on particular locational or development decision:
None. Decision was already made.

Impact on a critical development blockage:
None. Bond issue passed before project was funded.

Leveraging of other funds:
Indirect. The parish added $100,000 more to the project than had been originally proposed.

Quality of life impact:
The new office space should contribute to improved efficiency in parish services.

Short-term employee impact:
Provided jobs for union employees at union wages.

Human capital development:
No formal training beyond additional work experience.

Community satisfaction/acceptance:
Low visibility and acceptance. The full project was accepted by the voters by only a 51% margin; sign on building indicated Title X funding contribution.

Influence on development process:
Indirect. The full project may increase the

ability of the parish to foster development.

Probable long-term economic impacts:

None.

V. Summary Impact Assessment

This project is different from the others in northern Louisiana in that it was offered for competitive bid and awarded to an out-of-town contractor. The contractor treated the project like any other job and paid the going wages. The Title X project thus was a short in the arm for a small number of people for a short time, but such is the nature of that type of work. A total of 77 persons worked in the project for various periods of time.

Project ID#: 01615901140

Project Type: 446, Maintenance, Rehabilitation, Repair

Total Funds: $629,000

Title X Funds: $629,000

Total Title X Employees: 69

Sponsoring Agency: HUD

PARK IMPROVEMENT
BAYONNE, NEW JERSEY

I. Project Description and Outputs

Title X funds were used by the Community Development Department of the City of Bayonne to carry out the first phase of a 20-acre park development project along the Kill Van Kull. At the peak of construction activity the project employed 63 persons. The work involved clean-up of the adjacent shoreline, as well as other site improvements such as planting, and the building and painting of park furniture. During the winter months when on-site work at the park was not practicable, the work crews were shifted to two other local community facilities. Workers helped renovate an old fire house and convert it into a museum; they also helped convert the former city hall into a neighborhood services facility.

Both the park project and the two community facilities were included in the city's approved Community Development Block Grant (CDBG). The city was informed by the HUD Area Office in Newark that Title X monies were available for CDBG-eligible projects but that an application had to be submitted within three days. Since the park project had been stalled because of funding delays involving the Bureau of Outdoor Recreation, the City's Community

Development Department decided to get the first phase of the project (7.5 acres) underway using the Title X mechanism. The two community facility projects were used to absorb available Title X labor during that period when outdoor work was not possible. None of the projects have a specific economic development focus; instead they are intended to improve the overall quality of the local urban environment.

II. Project Area

Bayonne is located in heavily urbanized, industrialized Hudson County. The community, largely built-up, has shown little population growth in the last 15 years. Employment has also remained stable, dominated by manufacturing. Seven industrial categories--food, apparel, printing and publishing, chemicals, primary metals, machinery, and furniture and fixtures--account for 80% of the manufacturing jobs.

III. Project Relationship to Area Needs and Plans

Park and recreation space, especially that which takes advantage of shore views, is at a premium in the area. The Kill Van Kull project was a high priority item in the city's CDBG plans, and completion of the initial stage represents an important contribution to the city's recreational resources.

IV. Impact Checklist

Demand for project output:
High, given shortage of recreational facilities.

Relationship to area plans:

An integral component of the city's plan for community development.

Use of project output:

Immediately usable as an urban outdoor recreation facility.

Influence on particular locational or development decision:

None.

Impact on a critical development blockage:

None.

Leveraging of concurrent funds:

None.

Leveraging of additional funds:

A total of $210,000 from BOR and bonds is allocated for completion of the project.

Quality of life impact:

Accessible new recreational resource for area residents.

Short-term employee impact:

Five Title X employees will be hired permanently as city park maintenance men; 2 other employees have been hired in other public works jobs.

Human capital development:

No formal training.

Community satisfaction/acceptance:

High visibility, due in part to local publicity.

Influence on the development process:

None.

Probable long-term economic impacts:

None.

V. Summary Evaluation

The park represents a high priority local accomplishment with Title X funds. The HUD restriction that all project activities be CDBG-eligible was seen as somewhat restrictive by city officials; they would have preferred spending the funds on a clean-up activity for the entire 11 miles shoreline of the city. However, the project did accomplish site improvements which were the first phase of the 20-acre park development project. Of the 69 persons employed, seven have found full-time jobs.

Project ID#: 043102002

Project Type: 408, Maintenance, Rehabilitation, Repair

Total Funds: $450,000

Title X Funds: $288,000

Total Title X Employees: 45

Sponsoring Agency: COMEDA

COUNTY COURTHOUSE IMPROVEMENT AND RENOVATIONS
GREENSBORO, ALABAMA

I. Project Description and Outputs

The Greensboro project was initiated and administered by the Hale County administration, and was intended to renovate the Hale County Courthouse, an imposing two story structure built at the turn of the century and located in downtown Greensboro. Plans called for excavation of the basement to accommodate central heating and cooling equipment, record storage and modern public restrooms. The physical planning for these improvements, plus complete renovations of all office space, public corridors, and installation of new electrical and plumbing services began in December, 1975. However, architectural and engineering studies revealed the impossibility of excavating the basement due to inadequate foundation footings. The excavation plans were therefore discarded in favor of adding a two-story, 5600 square foot addition to the rear of the courthouse--plus the originally planned renovation of the existing courthouse.

The County Planner and Federal Government Coordinator acted as project director, reported to the Hale County Judge and functioned as general contractor for the $450,000 (estimated costs) construction projection.

An experienced foreman ran the actual project which employed 10-20 employees using the $288,000 of Title X funds. The county added another $162,000 to the project although plans originally stipulated a $72,000 contribution from a county bond issue. Material shortages, inclement weather, and the unavailability of skilled tradespersons have created delays since the project commenced. Overall, a 60% materials, 40% labor breakdown of expenditures seems likely. Given the contribution of county funds to the original $288,000 Title X monies, this labor vs. materials allocation will be slightly below project guidelines.* Completion of the project is projected for September, 1977.

The new construction and renovations to the courthouse required varying levels of skills. The construction of concrete forms required experienced carpenters. The plumbing, electrical and concrete work also required experienced tradespeople. None of these were recruited through Title X advertisements in the local paper. Although the Alabama State Employment Representative sent many unemployed persons for job interviews, only common laborers, carpenters helpers and masonry helpers were hired from these referrals. For several months during project start-up, 5-6 applicants per day were seeking employment on the project, forty-five of whom were employed. Thirty-four have since terminated.

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* 40% labor x $450,000 (Total Project Costs)=$180,000.
75% labor x $288.00 (Title X) = $216.00.

II. Project Area

Greensboro, Alabama is the county seat of Hale County, population 15,888 (1970), located in the west-central part of the state, approximately 45 miles south of Tuscaloosa. No interstate highways or navigable rivers serve the town of 3500. The county has experienced a net loss of population since 1900, averaging 14% each decade except 1960-1970 when the population shrank 18.7%. The most obvious explanation for the outmigration is the decline of agriculture and lack of industrial employment. Black residents account for nearly 66% of the population.

The present labor force (1974 statistics) shows an employment base of 4600. Nearly 2000 of these are estimated as commuters from Hale County to Tuscaloosa. Two small textile plants have a combined employment of 350 and a chicken processing plant, Golden Rod Broilers, employs 225 people. Farming, a substantial employer in the county prior to mechanization, now employs only 540 in beef and dairy cattle raising, soybeans, and cotton. This rural county has two major towns, Greensboro (3,500) and Moundsville (1,200), with no significant industrial employer. Not surprisingly, unemployment statistics react dramatically to the slightest downturn in the regional economy. In 1975, unemployment hit 28.9% in Hale County. Even these statistics do not reflect the number of people who have given up looking for work.

The Hale County comprehensive plan, prepared by the

West Alabama Planning and Development Council, identifies a succession of pressing needs for Hale County--including a new jail, improved preschool experience, a countywide and rural transportation system, improved water and sewer system, and improved county school bus service. Not identified in this Comprehensive Plan is any mention of improvement, renovation, or expansion to the County Courthouse.

III. Project Relationship to Area Needs

The most obvious pressing need in Hale County in 1975 when unemployment hit 29% was the infusion of new industry. The Title X project to employ persons in renovating the courthouse met a short term need for the community--although perhaps 25% of the 45 positions filled were taken by skilled carpenters and masons from outside Hale County. Yet, of the 34 employees terminated by the program, 17 found positions in private employment and only seven returned to unemployment.* The Title X project was therefore, in the short-term, important in the transition from unemployment to full time job status.

The longer term impacts of the project relate to the physical improvements of the courthouse. Prior to the renovations of the courthouse, there were inadequate storage facilities for important county documents such as land deeds, marriage licenses, etc. Many of these records, stored in the basement prior to renovation, were decomposing due to moisture, mildew, and dripping pipes. With the addition of restrooms to the courtroom, the city now has public restrooms for the first time. Previously there was one restroom for courthouse personnel; no facilities were provided for the public.

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* 1 found CETA work, 3 returned to school, 6 are unaccounted for.

IV. Impact Checklist

Demand for project output:

Adequate county records storage and office space for state social service personnel was overdue for at least five years.

Relationship to area plans:

Comprehensive Plan completed during project life does not formally address need to renovate courthouse.

Use of project output:

Public restrooms, court conference rooms, state social service offices, county service office and storage space will be utilized immediately.

Influence on particular locational or development decision:

None.

Impact on critical development blockage:

None.

Leveraging of concurrent funds:

County funds ($162,000) were inadequate to renovate courthouse; adding them to Title X funds made the project feasible.

Leveraging of additional funds:

None.

Quality of life impact:

The quality of services rendered by state social service representatives who have office space for consultation will improve. Better working conditions for county courthouse personnel are likely to improve social service efficiency.

Short-term employee impact:
17 of 34 employees found private sector employment; 11 existing employees are likely to find employment on new public works projects (county jail renovations, sewer system installation).

Human capital development:
None.

Community satisfaction/acceptance:
Incomplete project has yet to have full impact on community. There was opposition to project, but no visible, widespread community endorsement.

Influence on the development process:
Upgrading county social services may enhance the Hale County image to prospective industrial clients--but no measurable impact is available to date.

Probable long-term economic impacts:
None.

V. Summary Impact Assessment

The problems facing Hale County are the dearth of industry, an unskilled labor force and the related high unemployment. The Title X funds to renovate the county courthouse did nothing to broaden the industrial employment base. County residents can expect better social services at the county courthouse with the improved physical layout and provision of permanent office space for visiting state social service representatives. An important long-term impact is the provision of two offices for state social services representatives who formerly used the rear of the courtroom to meet their clientele. Once a week, a representative from (1) the State Employment Service, (2) Social Security, (3) State Welfare, and (4) Office of

Rehabilitation visited the county courthouse without a regular place to conduct business. Renovated space on the ground floor has alleviated this problem. Expansion of the courthouse to the rear has provided office, conference, and library facilities for the judge, probate court, and sheriff. Given this new space, the county and state services are likely to be more efficiently performed. For example, prior to renovations, a driver's license application might take up to 4 hours, much of that time spent waiting to be served. Now with an improved layout and the addition of another clerk, applications take only 30 minutes.

Community support for the renovations has yet to be assessed, since the courthouse addition will make the most significant impact on the county's ability to upgrade the quality of services. General support has been registered in an editorial lauding the overdue renovations to the courthouse. Without the $288,000 Title X monies, the county would never have raised their share $162,000, nor would the renovation have been as extensive.

Funds have been approved to install an EDA sponsored town water system, and a $600,000 vocational high school has been funded through state and federal monies. Therefore, it appears likely that with an improved water system, an opportunity for residents to upgrade vocational skills--and a more modern efficient county courthouse, the overall image of the county may be more attractive to potential industrial clients to one day locate in Hale County.

Project ID#: 043102051

Project Type: 408, Maintenance, Rehabilitation, Repair

Total Funds: $400,000

Title X Funds: $240,000

Total Title X Employees: 30

Sponsoring Agency: COMEDA

RENOVATION OF COUNTY COURTHOUSE
LEXINGTON, MISSISSIPPI

I. Project Description

The Holmes County Courthouse, built in 1896 in the center of Lexington, Mississippi, had fallen into disrepair during the last thirty years. To finance the renovations, the 5 member Holmes County Board of Supervisors filed an application to the EDA for $240,000 to pay for long needed renovations to the interior and exterior. The county committed an initial $60,000 but later increased the contribution to $160,000, bringing the total cost of the project to $400,000. These combined monies enabled the county to completely renovate the three story building beginning in December, 1976. The finishing touches are estimated to be completed by February 28, 1977.

Title X project funds were applied to the repairs which required unskilled, yet labor intensive, inputs. Project employees participated in the demolition of interior walls and ceilings, tearing off the old roof, and removing old windows. After the elimination of the antiquated conditions, project employees helped clean and waterproof the brick exterior, shingle the roof, install new doors and windows and landscape the grounds with new shrubs and grass. Inside the courthouse, private contractors installed new wiring, plumbing, and mechanical

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services before the project employees put up new plasterboard walls, accoustical ceiling tiles and carpeting on the floors, and new paint on walls and trim.

A total of thirty project employees worked on the renovations with surprisingly little turnover during the course of renovations. Applicants were referred to the construction supervisor from the state employment service located in Lexington. Demand for the jobs was brisk during the first thirty days. General laborers started at $2.30 per hour and were promised raises to $3.00 per hour after satisfactory job performance. Punctuality and dependability were demanded, and those who could not comply were fired. Workers were also released if their productivity was inadequate.

II. Project Area*

Holmes County, located in Central Mississippi has experienced a net outmigration from the area from 1950 to 1973, with the trend slowing in the last few years.

TOTAL HOLMES COUNTY POPULATION 1950-73

1950	1960	1970	1973 est.
33,301	27,096	23,120	22,489

From 1960 to 1970, when 7,040 county residents left, 290 of these were white and 6,750 were nonwhite. Much of this change can be explained by the declining importance of agriculture in the county's economy, and the movement of blacks seeking employment in urban areas. The total labor force, as might be expected, corresponded to the outmigration of the county population.

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*See case study for Sidewalk Improvements, Lexington Mississippi for additional project area data.

The employment picture comes into sharp focus by examining the employment distribution by occupation in 1972. Generally, these figures reveal a relatively unskilled labor force with an unbalanced concentration of individuals in service/domestic positions, and (self-employed) individuals in farming/fishing/forestry.

Unemployment has hit women and blacks hardest with rates of 12.2% and 13.1%, respectively (1975 figures). Overall, the county unemployment rate has hovered near 10% for the last three years--a figure that may be deceptively low since officials concede that official rates do not reflect those unemployed persons who have given up looking for work and are not registered with the State Employment Security Commission.

The county's access to Interstate 55 provides excellent surface transportation to Jackson to the south and Memphis to the north. Rail and air facilities are less convenient. Major industrial sites do not exist, except where a few textile plants have created rail, sewer, and power services for their own needs. Energy supply is natural gas, in short supply and expected to worsen in future years. No major industrial developments appear imminent with only 480 new jobs projected by 1979 by the Mississippi Research and Development Center.

III. Project Relationship to Area Needs and Plans

The real need in Holmes County is industrial development, yet the chain of events occurring works precisely against this happening. The population is declining, workers are unskilled, municipalities are struggling to supply basic services--all conditions which work against locating in this environment. Realistically, given the lack of a comprehensive development plan for the county, it is not surprising that this Title X project was not able to address the need for economic development through expanding the industrial base. In the absence of the opportunity for immediate industrial expansion, it is appropriate to improve the economic substructure by upgrading services which in turn creates a more attractive locational environment for industry. Using this logic, renovation of the county courthouse is a step in the right direction.

For the last ten years Holmes County has been trying to renovate the county courthouse, yet lacked the financial resources to undertake the project. The physical conditions in the courthouse were rapidly deteriorating. Working conditions in the courthouse were abysmal. The "demand" for the project activities was very real and in fact, overdue.

IV. Impact Checklist

Demand for project output:

Renovations necessary to improve physical facilities where human service agencies were based.

Relationship to area plans:

No area economic development plan exists, but renovations to courthouse existed as important priority for several years.

Use of project output:
Improved working conditions will upgrade quality and efficiency of services rendered.

Influence on locational or development decision:
None.

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
County bond issue raised $160,000.

Leveraging of additional funds:
None needed for courthouse.

Quality of life impact:
Substantial, but immeasurable, improvement in county services from agencies located in courthouse.

Short-term employee impact:
Four employees found employment in private sector after jobs terminated with project.

Human capital development:
No skills training imparted from project.

Community satisfaction/acceptance:
High.

Influence on the development process:
Indirectly, the improvement in the physical structure may influence potential industrial clients to locate in Holmes.

Probable long-term impact:
Increased efficiency and quality of public services.

V. Summary Impact Assessment

The basic, although informal strategy for addressing the declining economic plight of Holmes County, is to strengthen the quality of services provided by the county. To this end, the renovation of the courthouse should improve the efficacy and quality of basic services. Court proceedings will be more easily heard, provision of regular office space for Social Security, Veterans

Administration, and Drivers License Officials, adequate storage space for tax and land deed documents, availability of public restrooms, and preservation of an important historical landmark are all important, yet unquantifiable impacts.

In terms of economic stimulation through creating more jobs or attracting industry, the project has had little or no impact. Similarly, there was no attempt to train or upgrade the labor force in any significant way.

The major impacts would appear to be two-fold, infusion of $240,000 into the county's economy from project employment, and the overdue physical improvement to the courthouse which directly affects the ability of the county to provide human services to county residents.

Project ID#: 083102030

Project Type: 410, Maintenance, Rehabilitation, Repair

Total Funds: $280,000

Title X Funds: $200,000

Total Title X Employees: 49

Sponsoring Agency: COMEDA

MCALESTER SKILL AND CAREER EDUCATION PROJECT
MCALESTER, OKLAHOMA

I. Project Description and Outputs

The Kiamichi Area Vocational-Technical School received a total of $280,000 to remodel and expand the building space at the McAlester campus of the school. $200,000 was awarded from Title X funds and $80,000 was provided through state and local sources. The original application for $250,000 was raised to $280,000 to cover anticipated price increases for construction materials; state and local sources covered the additional $30,000.

Three service bays were added to the McAlester building to house new and expanding training programs. The school services thirteen area high schools which send approximately 400 students to the campus for half of each school day. In addition, approximately 500 adults are trained in evening vocational classes. Rather than hiring subcontractors, the project was administered by the school itself on a force-account basis from Wilburton, Oklahoma where the Kiamichi Area Vo-Tech school has its main offices.

II. Project Area

McAlester, Oklahoma is located in Pittsburgh county, in the southeastern part of the state. The county currently has a 19% unemployment rate; the 12% population growth rate for the county is the same as for the eastern part of Oklahoma.

The Kiamichi Vocational-Technical School district services the counties of Pittsburgh, Hughes, Latimer, LeFlore, Bryan, Choctaw, and McCurtain and the Stuart, Valliant, and Bennington school districts. The three main campuses are located at Hugo, McAlester, and Poteau, with two satellite schools offering training through a Cooperative Vocational Education project.

III. Project Relationship to Area Needs and Plans

The Kiamichi Area Vocational-Technical School provides occupational training for high school and adult students wanting to upgrade their job capabilities. The three main schools cannot currently meet the area's demand for their training services. Long range plans for each of the three schools include expansion of facilities to enlarge existing programs and to add new ones. Progress on expansion of the physical plant has been very slow; the community strongly supported expansion of the school's building. In order to provide the local share of funds, voters approved an increase in property taxes from three to five mils.

Plans for the new space include doubling the current clerical/office skills program and enlarging the child care training. School administrators are now surveying the community's needs to decide if new programs will be added.

IV. Impact Checklist

Demand for project output:

Community demand for training services has long been greater than the school can provide.

Relationship to area plans:

Expansion of physical plant has been part of the school's long range planning.

Use of project output:

New space will be used to expand existing programs and perhaps add a new program.

Influence on particular locational or development decision:

None.

Impact on a critical development blockage:

None.

Leveraging of concurrent funds:

$80,000 of local and state monies were leveraged. Voters raised property taxes from 3 to 5 mils to provide funding for the school.

Leveraging of additional funds:

School administrators feel that this project has enhanced their reputation and thus their opportunities for receiving additional state and federal funding.

Quality of life impact:

Increased training services will improve individual's job capabilities.

Short-term employee impact:

None aside from immediate payroll benefits.

Human capital development:

On the job training in carpentry and building skills has been provided for unskilled and semi-skilled workers. The foreman hired to oversee the entire job was formerly the carpentry instructor for the school; one of his former students was then hired to teach his carpentry class.

Community satisfaction/acceptance:

The community currently using the school is very pleased with its expansion and the opportunity for additional services.

Influence on the development process:

This funding has expedited long range expansion plans.

Probable long-term economic impacts:

Indirect impacts may ensue from additional occupational training provided.

V. Summary Impact Assessment

Benefits provided by the McAlester Title X project fall into two categories: direct employee benefits and indirect benefits to be realized from the expanded facilities. Because the project was handled as a "force account," the school was able to extend its main purpose of providing occupational training. The school's carpentry instructor normally teaches a class in which the students build a house in the area. By hiring him as the project foreman and hiring one of his former students to teach his class for a year, an excellent on the job training situation was created. Throughout the project, strong attempts were made to buy materials from local suppliers and to maintain a high level of labor intensity. For instance, instead of buying steel beams for the ceilings, wooden trusses were built. With the expanded building space, the school will offer more training opportunities to the area's residents.

Project ID#: 08615507530

Project Type: 451, Maintenance, Rehabilitation, Repair

Total Funds: $600,000

Title X Funds: $600,000

Total Title X Employees: 160

Sponsoring Agency: HEW

RENOVATION AND REFURBISHMENT OF TRIBAL BUILDINGS
SHAWNEE, OKLAHOMA

I. Project Description and Output

The Absentee Shawnee Tribe of Oklahoma was awarded $600,000 from Title X funds to restore and renovate six tribal buildings on the tribe's 33 acres of land south of Shawnee, Oklahoma. Funds were awarded through the Central Tribes of the Shawnee Area, Inc., a nonprofit umbrella agency representing five Oklahoma tribes: the Absentee Shawnee, Kickapoo, Pottawatomie, Iowa, and Sac and Fox. The renovation project has employed a total of 160 persons since December 1, 1975; the workforce in January 1977 was 61 employees.

As of December 13, 1976, the project had renovated and remodelled 34,506 square feet of tribally owned buildings and had paved 23,064 square feet of parking and driveway space. The renovation included 11,440 square feet of building space used by the Indian Health Services Clinic; this area had been in need of remodelling for many years. 1,176 square feet of previously unused space has been renovated to house new or expanding tribal projects.

II. Project Area

The central offices for the Absentee Shawnee Tribe of

Oklahoma are located two miles south of Shawnee in the central region of Oklahoma on 33.23 acres of tribal land. Thirteen buildings occupy the central campus area; these buildings house a variety of programs for the Shawnee and for other Indian tribes in the area. The tribe also owns 37.62 acres of trust land near Lake Thunderbird in nearby Norman, Oklahoma.

Local employment opportunities for tribal members include Tinker Air Force Base, two major universities, a state hospital, a textile factory, and manufacturing line production work. Unemployment among the five Central Tribes of the Shawnee was 19 percent in the period 1967-71 as compared with 5.8 percent for the state and 3.9 percent for the town of Shawnee. Tribal leaders documented the actual unemployment rate among the Absentee Shawnee at 47 percent in December, 1975.

III. Project Relationship to Area Needs and Plans

Several needs were met by the Absentee Shawnee's Title X renovation project:

- the need for renovation of tribal buildings constructed in the 1930's;
- the need for employment of local unskilled and semi-skilled workers;
- the need to train workers and to build a marketable workforce.

Renovation work performed with Title X monies had been previously identified by the Absentee Shawnee as part of their long range tribal planning. The proposal for Title X funds was compiled after the Tribe's planning documents and OEPD were reviewed to determine which projects could qualify under the EDA guidelines.

The buildings at the Shawnee, Oklahoma site house not only offices for the Absentee Tribe of the Shawnee, but also the Indian Health Service, the Absentee Shawnee Housing Authority, and offices for the United Tribes of Western Oklahoma and Kansas. The buildings were constructed in the 1930's and originally had been used as a hospital and school; several buildings had remained vacant in recent years. All buildings were in need of interior remodelling, particularly the building housing the clinic facilities.

Unemployment among the Shawnee was 47 percent in December 1975 according to tribal records. The majority of these individuals were unskilled workers with little opportunity for local employment. Hiring for the Title X project focused on the unskilled worker and on those who had been unemployed the longest. On-the-job training was facilitated and encouraged by having experienced, skilled workers supervise each crew and by allowing workers to change crews to learn different skills. The training opportunity which this Title X project provided has created a trained work force numbering about 100 available for other construction efforts.

Future plans affecting the tribal lands specify extensive funding by B.I.A. and HUD for home rehabilitation projects.

IV. Impact Checklist

Demand for project output:

Overdue. All 13 buildings were in need of rehabilitation to house expanding and additional programs. The Indian Health Service clinic building was badly in need of repair and renovation.

Relationship to area plans:

Direct. The renovation and rehabilitation work proposed was part of existing plans.

Use of project output:

Immediate. The 13 tribal buildings house a variety of Indian programs and provide rental income to meet maintenance costs.

Influence on particular locational or development decision:

Title X has provided the foundation for training construction workers and contractors who can compete for and create additional local employment.

Impact on critical development blockage:

None.

Leveraging of concurrent funds:

None.

Leveraging of additional funds:

As a direct result of the Title X project, the tribe has applied to both the Campaign for Human Development and the Department of Housing and Urban Development to obtain funds for additional home rehabilitation work.

Quality of life impact:

Significant. Renovation of buildings and paving of the driveway has made tribal buildings more comfortable and has increased the useable building space. The tribe's management capability has been strengthened by training additional personnel to design, implement, manage, administer, and evaluate tribal programs.

Short-term employee impact:

The project reduced the Absentee Shawnee Tribal unemployment rate from 45 percent to 37 percent. A three-month project extension provided additional employment for approximately 60 persons. The Tribe has assisted eight workers in finding other jobs with private employers.

Human capital development:

On-the-job training in building trades was provided for all workers. Seminars and workshops were held to inform workers about health and safety, worker's compensation, and unemployment insurance. Good work habits were encouraged and worker counseling provided. The self-image of Title X workers was enhanced through a work incentive program and evening social activities.

Community satisfaction/acceptance:

The tribe's image as a professional organization was enhanced through the Title X project. Area residents and tribal members spoke highly of the project. Officials within the Oklahoma Indian Affairs Commissions, Oklahoma Native American Programs, and Department of Housing and Urban Development commented favorably on the project. Wassaja, an Indian newspaper published in San Francisco, provided nationwide publicity for the project.

Influence on the development process:

Plans for future employment of tribal members and identification of sources for funding have been directly influenced by the Title X project.

Probable long-term economic impacts:

Continued employment for approximately nine workers is being actively pursued. Additional work may be generated as a result of the skilled worker labor force that has been developed.

V. Summary Impact Assessment

The Absentee Shawnee Tribe of Oklahoma has utilized Title X funds both to achieve short-term goals and to maximize the potential for long-term economic impacts. In the short-term, providing immediate employment for a total of 160 persons has reduced the tribal unemployment rate from 47 percent to 37 percent. Local materials suppliers have also immediately benefitted from increased demand for their goods.

Renovation of 34,506 square feet of tribally owned building space and paving of 23,064 square feet of driveway and parking area has met a long-standing need for adequate facilities for expanding and additional Indian programs. Construction training provided through the project has created a labor force of skilled and semiskilled workers qualified to seek similar employment. The tribe is using this trained labor force to develop three independent contractors who can compete for construction work in the local area. As a result of this unique opportunity for training workers in the building trades, the tribe is also applying for additional funding for home rehabilitation projects to employ the Title X workers.

In the Shawnee-Norman, Oklahoma area, several agencies are funding home rehabilitation projects. The Title X workforce will be able to compete for this construction work. During 1977 the Bureau of Indian Affairs, Home Improvement Program will allocate $17,000 to the tribe for home rehabilitation for tribal members. HUD has appropriated $100,000 of Community Development funds for rehabilitation of 18 tribal homes. In addition, the tribe has applied for $100,000 from the Campaign for Human Development to rehabilitate 12 Indian homes. A total of 39 homes could be renovated with all of these funds. Also, nearby Norman, Oklahoma will receive a large Community Block Grant, much of which will be used for rehabilitation and construction of homes.

With funds from HUD, the Shawnee Tribe is providing additional training to three of the Title X workers. These individuals are being trained to act as independent construction contractors. Each contractor will in turn hire two additional workers trained on the Title X project. A total of nine workers will be trained to bid for the construction and rehabilitation work available locally.

Some of the non-economic impacts of the project are also likely to have extended effects for the workers and the tribe. Work habits of promptness and dependability were encouraged and supported by project management and other tribal leaders. Workers developed a sense of pride and a more positive self-image through their employment and contribution to improving the community's facilities. The tribe as a whole also benefitted as the community saw the tribe as a professional organization successfully operating a large construction project.

Project ID#: 04615200204

Project Type: 410, Maintenance, Rehabilitation, Repair

Total Funds: $100,000

Title X Funds: $80,000

Total Title X Employees: 34

Sponsoring Agency: CPRC

STREET SAFETY AND UTILITY IMPROVEMENT
ASHBURN, GEORGIA

I. Project Description

The City of Ashburn received $80,000 in Title X funds from an application filed on behalf of the city by the Coastal Plain Area Planning and Development Commission. The project name, "Street Safety and Utility Improvement" does not accurately describe the full range of project activities which included: clearing storm drains, drainage ditches, installing sewer pipes, and picking up trash and litter from along city streets. Ashburn added $20,000 to the Title X monies bringing total funds allocated and spent on this work to $100,000. The project began in December 1975 and concluded in December 1976. Ashburn succeeded in finding full-time employment within city agencies for 10 of 34 Title X terminees.

Since the project activities encompassed a large number of clean-up tasks around the city, it is difficult to enumerate all project outputs. The more lasting physical improvements were the renovation of drainage ditches along major streets. This required digging out the accumulated silt and debris clogging the drainage system, preventing the minor floods up to a foot deep which had been created in some residential areas. All city storm drains at intersections were also

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cleaned. In some isolated cases, road surfaces were patched due to water damage from the inadequate drainage conditions.

II. Project Area

Ashburn, county seat of Turner County, has fifty percent of the county's population, 4,209 and 8,790 respectively. The town has experienced a 28% growth in population from 1960 to 1970, perhaps stimulated by the proximity of interstate 75 which stretches north-south the length of Georgia. The expansion of M & W Sportwear, Inc. (1970), Armor Mobile Homes Manufacturing Corp. (1968), Gold Kist Peanuts, Inc. (1967) and the introduction of new industries--Foreman Manufacturing Company (1969), Serro Travel Trailer Company, Inc. (1968) and South Georgia Egg Company, Inc. (1967) have contributed to this population growth. The Georgia Employment Service estimated a 6% unemployment rate during 1976, surprisingly low compared to other rural areas in the South. For a more complete discussion of the labor and economic conditions prevailing in Ashburn, see the case study for Turner County, Beautification of County Roads.

III. Project Relationship to Area Needs and Plans

There is no formal planning department in the city, or the county. All planning activities for Ashburn are conducted in Valdosta by the Coastal Plain Area Planning and Development Commission (APDC). The city pays a quarterly fee to APDC for this service, but provides little direction or guidance to this planning group. There is no overall economic development plan to attract new industry to Ashburn.

The town's needs were to make physical improvements on a wide spectrum of projects. The renovation of the surface drainage ditches alleviated flood control problems which had persisted in the minority housing section of Ashburn. Cutting weeds and cleaning up litter was an aesthetic improvement which the town's maintenance department had been unable to perform due to staff and budget constraints. The Title X funds provided an increase in the town's labor force to perform a number of minor mechanical and custodial services which would have been impossible without the additional $80,000. The logic behind the grant application was to provide manpower to Ashburn from the unemployment ranks in order to make cosmetic improvements. Patching roads, collecting litter, digging drainage ditches, cutting weeds, cleaning storm drains were all needed to upgrade the town's appearance, and to a lesser extent, the quality of the existing services.

The most pressing need for these improvements was in the predominantly black residential neighborhood of Ashburn. Here, the condition of roads, drainage system, right of way maintenance and physical upkeep of city property was inferior to other sections of town. In the process of mowing the grass in vacant lots and digging out drainage ditches, several raw sewage outlets were discovered from houses that were not connected to the municipal sewer system. The subsequent correction of these conditions by the city appreciably improved sanitary conditions for residents in these neighborhoods.

IV. Impact Checklist

Demand for project output:
General cosmetic custodial improvements to town properties were needed.

Relationship to area plans:
No comprehensive planning at present

Use of project output:
Improved sanitation conditions in minority residential areas were created. Flood control, weed control, and street repair were needed.

Influence on particular locational or development decision:
None.

Impact on critical developmental blockage:
None.

Leveraging of concurrent funds:
By contributing 20% of the total $100,000 budget, Ashburn received the $80,000 from project funds.

Leveraging of additional funds:
Ten new jobs with the city were created for Title X terminees.

Quality of life impact:
The project contributed to general upgrading of physical appearance of town--less litter, fewer holes in streets, drained marshy areas.

Short-term employee impact:
Ten of thirty-four project terminees were absorbed into town work force.

Human capital development:
One project employee learned basic bookkeeping and accounting skills. Two project employees learned street repair techniques through on-the-job training.

Community satisfaction/acceptance:
Ashburn residents were not generally aware that town maintenance expenditures for labor came through the Title X project. The projeect had low visibility because of multitude of project activities.

Influence on the development process:
None.

Probable long-term economic impact:

Most of the project activities are annual maintenance projects which will need to be repeated next year. Ashburn saved $80,000 from its limited operating budget.

V. Summary Impact Assessment

The size of Ashburn (4,500) and the nature of the project activities (renovating drainage ditches, patching streets, cutting grass, cleaning up litter and refuse) combine to make the impact from this project rather modest. No direct locational or developmental impacts can be attributed to the project; limited human resource development resulted--the project bookkeeper was hired by city, other project employees were laborers, but were retained by Ashburn thereby lowering unemployment in town by ten persons. The quality of roads and flood control measures were upgraded to benefit town residents, especially minority residents whose neighborhood was in worse physical shape than other sections of Ashburn. The Title X monies created 34 jobs, easing unemployment and allowing cosmetic, custodial improvements to be made by a town whose financial resources would never have provided for the scope and scale of the project activities.

Project ID#: 07615788761

Project Type: 410, Maintenance, Rehabilitation, Repair

Total Funds: $309,238

Title X Funds: $217,738

Total Title X Employees: 43

Sponsoring Agency: DOLMA-CETA

PROJECT SCHOOLS
ASTORIA, OREGON

I. Project Description and Outputs

This project, run by the Clatsop County Intermediate Education District (IED), employed persons in a variety of maintenance, rehabilitation and renovation activities undertaken by area governments and educational institutions. IED provided funds to six employers: the municipalities of Astoria, Seaside and Cannon Beach, the Clatsop County government, Clatsop Community College, and the Seaside Public School system. In Astoria, workers were assigned to the city's Departments of Public Works and Parks and Recreation, where they helped repair broken storm sewers, install water mains, pour sidewalks and maintain city parks and athletic fields. In Seaside, workers were assigned to replace defective water mains, upgrade the water metering system, and build certain improvements in city parks (grills, benches, fences). In Cannon Beach the major activity was a complete remodeling of the City Hall. Clatsop County assigned workers to help in the renovation of the City of Astoria jail. Clatsop Community College used workers to construct new faculty offices in the main Administration Building, refurbish the Yacht Club Building for marine science classrooms; and carry out various landscaping tasks on

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campus. The Seaside Public School system employed matrons in the local high school to help with hygiene education.

Clatsop County now has an Overall Economic Development Plan, although the plan had not been completed at the time the IED initiated its Title X activities. The specific project activities selected for funding were more a function of the immediate priorities of the specific local institutions involved than a part of an EDP. However, most of the project activities do indirectly support one or more of the OEDP's four major thrusts: port development, commercial fishing, wood products and tourism. The marine science classrooms and pier enhance the ability of the Community College to train young persons employable by the local fishing industry. The upgrading of the Seaside public water system helps remove an obstacle to the further growth of that community's largely tourist-based economy.

II. Project Area

Clatsop County, 75 miles north and west of Portland, is situated at the mouth of the Columbia River on the Pacific Ocean. The county, unofficially designated an Economic Redevelopment Area, had a 1970 population of 28,473, up just 4% over its 1960 population of 27,380. Its employment base, shown by sector in the following chart, is subject to large seasonal fluctuation. The county's largest industrial employers are Castle and Cook and Alaska Packers Association (food products) and Crown Zellerbach (lumber and wood). The current unemployment rate in the county is approximately 7%, but typically goes as high as 11% during the winter months.

	1958	1964	1970	1975	May 1976
Labor Force	10,590	9,700	12,350	13,350	13,380
Unemployment	1,060	640	770	1,430	930
% of Labor Force	10%	6.6%	6.2%	10.7%	7.0%
Total Employment	9,530	9,060	11,580	11,920	12,450

	1960	1970	1974	1975	May 1976
Food Products	1,210	1,360	1,490	1,080	1,290
Lumber & Wood	1,300	980	1,020	970	990
Other Manufacturing	160	860	940	980	1,330
Construction	160	350	260	[illegible]	270
Trans/Comm/Utilities	490	560	650	660	640
Trade	1,230	1,770	2,010	2,020	2,140
Finance/Ins/Real Est.	140	280	320	340	360
Service & Misc.	820	1,430	1,630	3,350	3,260
Government	1,480	1,950	2,210	2,260	2,170
Total Employment	7,010	9,540	10,530	11,920	12,450

The county is served by two major highways (U.S. 101, 30), a commuter airline providing connections with Portland and other Oregon cities, and Burlington Northern rail freight. Electric rates are low due to the abundance of hydroelectric power. A range of industrial sites are available, including an airport industrial park. Two-thirds of the county's population lives in its six incorporated communities, served by 11 elementary schools, 2 junior high schools and 4 high schools. Clatsop Community College provides a variety of 2-year degree programs to approximately 2000 full and part-time students.

III. Project Relationship to Area Needs and Plans

The specific project activities funded reflect the institutional priorities of the employing agencies rather than a conscious overall economic strategy. No project activity was explicitly designed to influence the decision of a specific plant, industry or developer. The "demand" for the project activities was real, in terms of the individual institution's current needs and future plans, but it was not expressed in any collective fashion either through an existing development plan or any substantial citizen input. The community leaders interviewed were mainly unable to distinguish between Title X activities and those of the CETA program which is also administered locally by the IED; enthusiasm for certain project activities was tempered by a general suspicion of CETA as a program designed to help marginal workers and neer-do-wells. There was a consensus among community leaders that most of the Title X activities were worthwhile and would likely have been funded eventually through other sources had not EDA funds been available. However, none of the projects were seen as having any major or lasting impacts on the communities or the regional economy.

IV. Impact Checklist

Demand for project output:
Specific to the individual employing agencies, not a more general community demand.

Relationship to area plans:
Weak, and indirect at best.

Use of project output:
All project outputs were immediately usable and needed by one or another institution or community.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
Local cash and in-kind contributions of the participating institutions amounted to $91,500

Leveraging of additional funds:
None.

Quality of life impact:
Not dramatic, but substantial in terms of such things as cleaner, better maintained parks; refurbished college buildings and at least one City Hall; improved sewage and water supply systems.

Short-term employee impact:
One Title X employee has now been hired permanently by his employing agency, with projects for four other permanent hires subject to prevailing budgetary decision.

Human capital development:
Only project employee who received specific training was the person repairing/maintaining water meters for the City of Astoria.

Community satisfaction/acceptance:
Positive but limited because of only dim awareness of Title X as a program separate from CETA.

Influence on the development process:
None.

Probable long-term economic impacts:
None, with the possible exception of the substantial cost savings (approximately $100K) to the College, which translates into smaller tax rate increases for local property owners.

V. Summary Impact Assessment

While the utility of many of the individual projects is perceived by the communities involved, it is difficult to identify any substantial "impacts" on either the area's economic projects or the general process of economic development planning. The project activities were selected hurriedly, as less than ten days were available to IED between initial notification of the availability of Title X funds and the date for submission of a project plan. The OEDP came only later, with no real impetus from Title X, and other economic developments currently afoot promise much greater impact than the Title X activities in terms of achieving plan goals: a plan to locate a Brown and Root plant for building off-shore oil rigs in nearby Warrenton; a potential arrangement between a major Japanese firm and the Burlington Northern Railroad to increase shipping volume through the Astoria Port, employing containerization. The Title X monies, at best, enabled local institutions having indirect importance for development to carry out certain needed improvements which would otherwise have been postponed because of budgetary constraints.

Project ID#: 01615166803

Project Type: 490, Maintenance, Rehabilitation, Repair

Total Funds: $303,400

Title X Funds: $303,400

Total Title X Employees: 57

Sponsoring Agency: NERC

GUARDRAIL PROJECT
PROVIDENCE, RHODE ISLAND

I. Project Description and Outputs

The Rhode Island State Department of Transportation (DOT) received $303,400 of Title X funds to repair, replace and paint defective guardrails along highways. Secondary objectives of the project were to provide jobs for unskilled, unemployed workers and to augment the state's highway maintenance budget. The state's unemployment rate was 13% when the Title X proposal was submitted. The state was also experiencing a shortage of funds for highways because federal highway funds only provide for improvements, not maintenance.

The project was administered by the state DOT's director of personnel, Employees worked throughout the state's 20 highway districts on an as needed basis. A total of 10,783 linear feet of steel guardrail; 23,141 linear feet of galvanized guardrail, and 1,210 linear feet of wood guardrail were installed. When the weather became inclement at the end of 1976, Title X employees served as troubleshooters for the maintenance division and were employed in snow removal activities.

II. Project Area

The project area was the state of Rhode Island, which is described in an attachment to the Rhode Island case studies, page 109. Employees came from a number of cities and towns throughout Rhode Island, although the greatest number came from Providence (17 percent of all Title X employees).

III. Project's Relationship to Area Needs and Plans

Rhode Island's economic planners consider the state highway system to be a positive factor in Rhode Island's future development. Therefore, proper maintenance of the highways is an important function of state government. In this regard, the guardrail project can be seen as having a positive relationship to area plans for economic development.

IV. Impact Checklist

Demand for project output:

The highway department would have carried out this work anyway. However, cutbacks in funding meant that maintenance work would have taken longer. Title X allowed the work to be done more quickly, thereby possibly preventing accidents. Furthermore, since the winter of 1976-1977 required that the state do more snow removal than usual, the additional help supplied by Title X employees was in high demand.

Relationship to area plans:

Maintenance work helps keep the highway system in good order, which in turn may help future industrial expansion.

Use of project output:

Highway users are now able to drive on safer roads.

Influence on particular locational or development decision:

None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
Highways are improved, and repaired guardrails may alleviate the severity of accidents.

Short-term employee impact:
Fourteen and possibly an additional nine Title X employees will be hired as part of the state's regular maintenance crew.

Human capital development:
All workers were unskilled, and foremen were already state transportation employees.

Community satisfaction/acceptance:
It would be difficult for the community to notice any distinction between regular maintenance activities of the state highway department and the work specifically done by the Title X employees.

Influence on the development process:
None.

Probable long-term economic impacts:
None.

V. Summary Impact Assessment

The Transportation Department operated three projects at once, but each ended at a different time. It was possible to shift employees from one project as it ended onto another which was still operating. This allowed some employees to work on a number of Title X projects all administered by the Transportation Department and provided for longer employment. The project director felt that the guardrail project accomplished the most of the three projects since it had the most visible output.

The project's main effect was to relieve pressure on the statewide maintenance budget and to hire unskilled laborers. Users of the state roads enjoyed needed safety maintenance somewhat sooner than they would have without the Title X project.

Project ID#: 04615362630

Project Type: 414, Maintenance, Rehabilitation, Repair

Total Funds: $280,000

Title X Funds: $280,000

Total Title X Employees: Unknown

Sponsoring Agency: HEW

HOME MAINTENANCE SERVICES
TALLAHASSEE, FLORIDA

I. Project Description and Output

The Home Maintenance Project received $280,000 in Title X funds to provide repair and cleaning services for the elderly and the disabled. All employees on the project were over 50 years old. The project was administered by a coordinator in Tallahassee and was implemented in twelve counties throughout the state: Baker, Brevard, Escambia, Lee, Leon, Polk, Holmes, Okaloosa, Washington, Manatee, Duval, and Alachua. The Division of Aging for the state received the funds and then contacted existing programs with funding under Titles III, VII, or XX to handle the Title X work. This arrangement allowed the funds to be used directly for payment of workers and minimized administrative costs.

The $280,000 was part of a total $449,996 awarded to the Division of Aging to implement a three-pronged service effort. Simultaneous programs were run throughout the state to provide clerical and food services in addition to the home maintenance projects. The projects began in April, 1976 and terminated March 1, 1977. A total of 105 positions for all three programs were filled by 225 employees. 46 of the 105 positions were designated for the home maintenance projects.

Summaries of each project's total outputs are not yet available. Local newspapers and individuals in the communities have spoken highly of the project's accomplishments and many senior citizens expressed their desire for the projects to continue. As another sign of the project's success, additional funding has been obtained to continue the home maintenance projects in thirteen communities.

II. Project Area

The home maintenance projects, along with the clerical and food services projects in Florida had a special dual purpose. The projects were to provide services to the elderly in twelve counties and also to provide employment for workers over 50. Florida is the "oldest" state in the country in that 22% of the population in the state is over sixty years old. These nearly two million people constitute up to 42% of the population in some counties.

Many older people move to Florida in search of a mild climate for their retirement years. These people are not only moving to the state in record numbers, but they are also benfitting from the climate by living longer. As a result, Florida spends a total of 27 million dollars of state and federal funds each year on aging and adult services. Although unemployment in Florida is approximately 6.8%, employment for those over 50 is even more difficult to obtain.

III. Project Relationship to Area Needs and Plans

As discussed above, the state of Florida has the highest concentration of senior citizens of any state in the country. The state's Division of Aging has recently conducted a needs assessment for the senior community; the projects funded under Title X were all needs identified in the assessment. At the federal level, the Agency on Aging has identified home maintenance assistance as one of its top four priorities for services for the elderly. The individual programs which implemented the home maintenance services also have identified assistance with home cleaning and minor repairs as a strong need of their senior communities.

IV. Impact Checklist

Demand for project output:
Both the seniors employed and the seniors serviced have strongly expressed their need for this type of project.

Relationship to area plans:
Home maintenance services has been a top priority at the community, state, and federal levels.

Use of project output:
Cleaning and repair services were directly used by the seniors serviced.

Influence on particular locational or development decision:
The demand for the service was so great that the state Division of Aging worked toward finding additional funds to continue the projects.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
In kind contributions were provided by many community organizations.

Leveraging of additional funds:
As a direct result of the Title X funds, the Division of Aging has obtained funding from Title IX to continue the home maintenance projects in thirteen communities. The senior workers will be employed at a reduced percentage of their time, but the projects will continue.

Quality of life impact:
There was a significant impact for those seniors provided with home maintenance services.

Short-term employee impact:
Immediate payroll benefits and a strong sense of self worth were positive impacts for the senior workers.

Human capital development:
Employment on this project did not provide specific skills training, but it has helped some workers get other jobs.

Community satisfaction/acceptance:
Local communities strongly supported the programs. Local newspapers and individuals spoke highly of the projects.

Influence on the development process:
The strong positive response directly affected efforts to refund the projects.

Probable long-term economic impacts:
As the project continues, senior workers will be employed, thus reducing assistance payments they would otherwise receive.

V. Summary Impact Assessment

The Florida Division of Aging employed a total of 225 senior workers for their home maintenance, food, and clerical service projects. Of the three programs, the home maintenance has received additional funding from Title IX to continue for another year. After that year, the agency hopes to receive more funding for an on-going home maintenance service.

The project met needs for two types of senior citizens: the seniors who needed a job and wanted to help others, and the seniors who needed assistance in cleaning and repairing their homes. The senior workers were highly enthusiastic about their work; they often returned to someone's home to help out on their own time and wanted the program expanded to help more people. The seniors who were helped responded with letters of appreciation to the projects and to the Division of Aging. The project seems to be right on target in meeting the needs of the community and Title X has been a shot in the arm to get the program going statewide.

Project ID#: 01625295240
Project Type: 452, Maintenance, Rehabilitation, Repair
Total Funds: $474,800
Title X Funds: $464,800
Sponsoring Agency: HUD

COMPREHENSIVE PUBLIC WORKS PROJECT PARKERSBURG, WEST VIRGINIA

I. Project Description

The City of Parkersburg received $464,800 of Title X funds to repair streets and curbs, to improve its parks and to conduct a code enforcement inventory. The city was to contribute 20 percent of in-kind labor. From the start the project ran into problems that caused serious reductions in the project's duration and scope. The work was scheduled to begin on December 1, 1975 and to continue for thirteen months. Parkersburg's Director of Community Development had worked on the original Title X proposal to EDA, and was dismayed to find out that the city had to reapply to HUD under the Community Development Act (CDA) of 1974. The CDA requirements were so strict and bureaucratic that it took the city five months to meet them. In re-applying to HUD the city was required to file complex environmental and other reports and to meet community requirements. For instance, under the CDA the city was informed that it could not use Title X funds for any work on municipal buildings, as originally planned. The project start was delayed until April 20, 1976 and still had to end by December 31, 1976.

The second major set-back for the scope of the pro-

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ject occurred shortly thereafter, when the city feared that it might run afoul of federal regulations regarding the pay scale. According to the Director of Personnel for Parkersburg, and Mayor William Nicey, the city originally intended to hire 110-112 men for one year at the city's general labor rate of $3.50 per hour. However, the city raised the issue of whether it was required to pay Davis-Bacon wages, since federal regulations require that non-union construction crews be paid union scale of $6.50 per hour ($7.23 per hour with required fringe benefits). The city feared that if it did not pay Davis-Bacon wages the federal government would, at some future date, require the city to retroactively pay the wage differential. The city began paying Davis-Bacon wages, and in July, 1976 the City Attorney received a ruling from DOL that Davis-Bacon wages did apply. With the doubling of the pay scale, the city was compelled to cut the scope of the project in half. City workers, local businesses, and non-city employees in the area were very upset at the high wages paid to individuals who were previously unemployed. The project foreman (a city employee) was being paid less than his work crew, and the entire community was aware of the situation.

In spite of these problems, the city was able to accomplish some of each of its intended programs under Title X. The city hired 110 of the 300 to 400 applicants, including 25 from an FMC plant that closed and laid off 1500 workers in late 1974. Over half of the Title X funds were spent replacing and repairing curbing and streets. Between 8,000 and 10,000 linear feet of curbing was replaced within and adjacent to the central business district. In addition, 75 ramps for the handicapped were installed and general street improvements were made. The city had purchased an expensive mud-jacker machine seven years ago to pump mud and concrete into cavities under the streets without ripping them up. However, the machine requires seven operators, is expensive to operate and had never been used until Title X funds became available.

The parks development and improvement projects cost approximately $125,000 of Title X funds, and, according to the Director of Personnel, probably gave the city the greatest benefit from Title X funds. The three parks which were worked on are described below.

Southwood Park

Six to seven acres of uncleared land adjacent to an existing park in south Parkersburg were cleared, grass planted, and walkways created. This project would not have been considered without Title X funds. Picnic tables will be added in the future.

City Park

Muskrats had burrowed under the lily pond causing water to drain out. The cost of water loss was estimated at $1500 per year. Wiremesh was installed around the base of the pond, and a walkway constructed around the pond.

Began work on new park

In the eastern portion of the city 35 acres had been donated to the city, but the city had no plans for development prior to Title X. The city used the funds to clear out the brush and trees. In the future the city hopes to add horseback riding trails and camping facilities. Because the city took action on the idle 35 acres the donor may donate an additional adjacent 30 acres.

The Code Enforcement Inventory project was required by CDA. The city planned to identify the condition of 6,000 structures in the Community Development Project area (a 17 by 13 block area) in order to develop its Housing Assistance Plan and receive Section 8 HUD funds. The inventory went faster than planned, and the city was able to inventory all residential and commercial structures (15,000) throughout the city at a cost of $31,000.

II. Project Area

Parkersburg is located on the Ohio River, in northwestern West Virginia at the junction of Interstate Rte. 77, U.S. Route 50, and West Virginia Routes 47 and 95. It is 13 miles from Marietta, Ohio, and together they form the Parkersburg-Marietta SMSA (Wood and Wirt Counties, W. Virginia, and Washington County, Ohio) with a civilian labor force of 60,900 in September, 1976. The unemployment rate then was 6.1 percent, down considerably from the 10.2 percent a year earlier. Parkersburg is approximately 110 miles from Columbus, Ohio, 125 miles from Cleveland, 470 miles from Chicago, and 75 miles from Charleston, W. Virginia.

III. Project Relationship to Area Needs and Plans

The Code Enforcement Inventory had the strongest relationship to the city's needs and future development. Not only does it provide the city with a benchmark for future zoning, rehabilitation and demolition decisions, but it made it possible for the city to receive large amounts of federal funds in the future. Without the inventory the city could not complete its Housing Assistance Plan and be declared an Entitlement City. In fiscal year 77 (July 76 to June 77) Parkersburg is receiving $420,000 from HUD for housing. In FY 78 it expects to receive $683,000, and an additional $714,000 in FY 79. The city anticipates receiving $2.1 million in CDA funds during the next two years.

The street improvement project was primarily done at the request of businesses in the central business district. In April 1977 the city plans to install attractive brick sidewalks in the CBD to prevent further loss of businesses from the CBD.

IV. Impact Checklist

Demand for project output:

There was a strong need and financial pressures to complete the Code Enforcement Inventory. The street and curb repairs were made in response to repeated requests from businesses in the CBD, since the area had been neglected by the city.

Relationship to area plans:

The Code Enforcement Inventory lets the city plan its zoning, and create a Housing Assistance Plan. Two of the parks will be improved and/or expanded.

Use of project output:

Potential return is great, but there is no immediate usage.

Influence on particular locational or development decision:

Because the city cleared the land for one park, it may receive additional land from a private donor.

Impact on critical developmental blockage:

None. The Code Enforcement Inventory only cost $31,000 and would have been conducted without Title X funds.

Leveraging of concurrent funds:
$10,000 was provided by the city Department of Public Works.

Leveraging of additional funds:
Completion of the Inventory was needed for the city to qualify for HUD funds.

Quality of life impact:
New parks will improve quality of life quickly. Code Enforcement Inventory will have positive, long-term effects.

Short-term employee impact:
110 employees received $6.50 per hour for 8 months. Without Davis-Bacon wages, they would have received half as much per hour, but the same total wages over a 13-month period.

Human capital development:
Very little. There was no training involved. 15 of the 137 employees found permanent jobs, none with private industry. One employee quit during the project to work for the city as a bus driver at half the pay, but with the assurance of a permanent job.

Community satisfaction/acceptance:
Very good acceptance of project output, but extreme dissatisfaction with the (perceived) excessively high wage rate.

Influence on development process:
Code Enforcement Inventory allows Housing Assistance Plan to be developed.

Probable long-term impacts:
Except for future federal HUD funds, due to $31,000 Code Enforcement Inventory, there are negligible impacts. The city saved about $300,000 by having Title X fund the curb and street improvements.

V. Summary Impact Assessment

While the tasks performed were useful to the city, it is difficult to identify (with the exception of the aforementioned HUD funds) any impacts that will contribute to the city's economic growth. The citizens will utilize the parks and appreciate the improved streets in the CBD, but CBD businesses are unlikely to notice any increased revenue due to the repairs. Parkersburg would have developed a Housing Assistance Plan and received CDA funds without Title X funds. In spite of the delay in starting the project and the doubling of the wage rate, Parkersburg was able to make major improvements in its streets and parks and to provide 110 workers with short-term employment.

Project ID#: 04615810661

Project Type: 410, Maintenance, Rehabilitation, Repair

Total Funds: $100,000

Title X Funds: $ 80,000

Total Title X Employees: 29

Sponsoring Agency: DOLMA-CETA

DEFERRED SCHOOL RENOVATION
CHEROKEE COUNTY, NORTH CAROLINA

I. Project Description and Output

Maintenance and renovation work on eight schools through Cherokee County was completed through this $100,000 Title X project. Tasks included localized drainage improvements and landscape work around some of the schools, ceiling replastering, floor refinishing and replacement, roofing, interior and exterior painting. In addition, plumbing and electrical improvement were performed. The project involved carpenters, painters, brick layers, plumbers, electricians, roofers and laborers.

A total of 29 persons were hired for the project. Of that number, nearly all had been recruited from the ranks of the unemployed. Relatively few of the project participants, upon termination, were successful in obtaining other employment. It is reasonable to conclude that a majority of former Title X participants returned to the ranks of the unemployed. The high unemployment rate in Cherokee County is in large measure responsible for this disappointing placement rate. It should be noted that nearly all of the project employees gained new construction related skills from the project. Of particular note was the fact that a woman was hired as a part of the painting crew.

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In rural North Carolina it is the county's responsibility to operate and maintain school buildings. Cherokee County is a relatively poor mountain county. The school renovations, though very much needed, had been deferred due to competing budgetary priorities. The Title X project resulted in significant improvements to the educational system's physical plant. This reduced future maintenance costs and resulted in a physical environment which is more conducive to learning. In addition, unemployed persons obtained employment and in most cases new skills. The project was fairly labor intensive, with approximately 67% of project monies spent on labor. Indeed, to insure that the labor amount remained above 60% the county increased its local share through contributions to the materials account.

II. Project Area

Cherokee County occupies 467 square miles of mountainous terrain in the western portion of North Carolina. The county population in 1974 was 16,330, approximately the number that was recorded in 1960 and 1970, but lower than its 1950 level of 18,294. The county continues to have an outmigration rate of 2.6%. There are two small incorporated municipalities in Cherokee County, Andrews (population 1384) and Murphy (population 2082) which is the county seat. The total population of the towns accounts for only 21% of the county population. The majority of county inhabitants live in the sparsely settled rural area with an average population density of 36 persons per square mile.

The October 1976 unemployment was 10.6%, down from a November 1975 high of almost 14%. Approximately 5% of those employed in the county commute from other counties, a factor which relates more to the depressed economic situation in these other counties rather than to a high growth rate in Cherokee. The county has a labor force participation rate of only 59% which points to a large untapped labor pool. The distribution of employment has changed little since 1970; textiles and apparel dominate the manufacturing sector while trade dominates nonmanufacturing.

Major employers in the county include the following:

Firm	Product	Year Est.	No. Employees
American Thread	Thread	1967	300
Clifton Precision Products	Electronic Components	1962	650
Levi Strauss	Clothing	1963	284
Murphy Textiles	T-shirts	1972	185

The relative poverty of the county is supported by the following statistics. Wages paid in the manufacturing sector and in the total nonagricultural sector are approximately 75% of those for the entire state: per capita income is only 72% of that of the state. Also, the per capita county tax base of $50.73 is 62% of the average tax base for the entire state. The 1976 county tax rate was $.70 per $100. Further, in 1970, 25% of all county families were classified as below the poverty level compared to 16% for the state, while 26% of the year-round housing was classed as substandard compared to 15.6% for the state.

III. Project Relationship to Area Needs and Plans

Of all the EDA Title X projects undertaken by the county, this project relates most indirectly to economic development. It was not designed to generate new wealth for county residents or to influence a specific development decision. Nonetheless, its output, an improved educational physical plant, constitutes a much needed part of the local infrastructure. The improvements have had a positive effect on the attitudes of both students and staff at eight of the county's schools.

Cherokee County is an eligible EDA Redevelopment area and has been included in the five county Southwestern North Carolina Economic Development District's updated OEDP. Major obstacles to future development include the area's remote location and poor highway transportation and rail systems. The mountainous terrain makes highway construction difficult and costly, however, a major new highway, the Appalachian Corridor is now under construction and should provide significant improvement to the county's position in the regional transportation network. The county's finances are hurt by the fact that approximately 40% of its land area is tax exempt federal property, either forest service or TVA. The TVA has, however, taken a more aggressive posture in recent years in funding local development projects.

For its part, the county has clearly demonstrated a firm commitment to community and economic development. Several projects have been undertaken which will improve both the relative economic position and quality of life of county residents. Of special note are three highly innovative EDA Title X funded projects. The county has constructed facilities for a community produce market and cattle auction. These facilities provide an opportunity for county residents engaged in part-time small scale agriculture to market their products in a situation promising a reasonable return. The same philosophy led to the construction of a community mountain crafts center to serve as a cooperative outlet for the craft products of retired residents of the county. The county has also recently constructed 10 neighborhood or community centers in remote rural areas in the county to provide residents with a place for indoor recreation and community meetings. The centers also host services such as weekly bookmobiles and health clinics.

IV. Impact Checklist

Demand for project output:
Great, school system had previously suffered from a badly deteriorated physical plant.

Relationship to area plans:
Weak, indirect in terms of OEDP.

Use of project output:
Direct and immediate. Schools benefitted from better lighting, improved recreational and other facilities.

Influence on a particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
The local community provided $20,000.

Leveraging of additional funding:
None.

Quality of life impact:
Not dramatic, but significant in terms of the educational system.

Short-term employee impact:
Great. Nearly all of the participants were unemployed persons, many from the building trades.

Human capital development:
Great in terms of providing unskilled persons with construction related skills. Of special note was a female who learned painting skills.

Community satisfaction/acceptance:
High, particularly persons associated with the school system, parents, et al.

Influence on development process:
Very minor.

Probable long-term economic impacts:
Minor, except that the county should have a far lower school maintenance bill in the future, through preventive maintenance.

V. Summary Assessment

This Title X project should be seen within the context of other community development projects undertaken by the county. This project was clearly only indirectly related to economic development. However, its outputs were needed and important. Other projects were oriented more toward economic development. It is difficult to assess the improvements to the learning process which an improved physical plant will effect.

Considerable job and skill development resulted from the project. However, the poor placement rate of terminated participants is discouraging and may relate to the depressed nature of the local economy. Very often local construction workers outmigrate for employment, to locations such as Atlanta and Washington, D.C. This may in part account for the ten former participants whose present job status is unknown.

What is needed to stimulate future economic development in the county are improvements such as the new highway which would help reduce the area's relative remoteness and inaccessability.

Project ID#: 04625299606
Project Type: 410, Maintenance, Rehabilitation, Repair
Total Funds: $100,000
Title X Funds: $ 75,000
Total Title X Employees: 14
Sponsoring Agency: ARC

HORTICULTURAL GARDENS
CLEMSON, SOUTH CAROLINA

I. Project Description and Outputs

This project was undertaken by the Horticultural Department of Clemson University, Clemson, South Carolina through a Title X grant received from the Appalachian Regional Commission. Total cost of the project was $100,000, with the Title X share amounting to $75,000. With the monies, fourteen exceptional individuals were hired and trained in horticulture. Persons hired by the program were mentally and physically impaired individuals, including retarded and blind individuals, ex-offenders and substance abusers. The project was unique in that it represented the first time in which persons with mental and emotional disorders were combined with persons with physical handicaps in a hortitherapy project. The purpose of hortitherapy, like music or art therapy, is to provide an exceptional individual with both skills training and a therapeutic environment for emotional reinforcement and improved mental health.

The project set and achieved three objectives: (1) to train participants in horticultural techniques, carpentry, masonry, propagation, garden development and greenhouse construction; (2) to utilize participants to expand the horticultural gardens at Clemson University

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through the development of mini-gardens and a special brail trail for the blind; and (3) to provide students of hortitherapy and volunteers in the program with a learning experience so that they might be better prepared to work with exceptional individuals in the future.

II. The Project Area

The project was located in the city of Clemson, Pickens County, in South Carolina. Participants were drawn from Pickens and two adjacent counties, Oconee and Anderson. Therefore, the project area properly includes three of the six counties of the Appalachian Region of South Carolina.

The population of the city of Clemson was 5,578 in 1970, an increase of 40% over its 1960 figure. The county's 1970 population of 58,956 represented a 28% increase over its 1960 level. This rather dramatic growth rate is expected to continue, with a 1980 population forecast of 75,000 for the county. Much of this dramatic growth is the result of the expansion of Clemson University during the decade of the 1960s. Industrial growth and diversification has also been a major factor, particularly within the region. Indeed, the population within a 15 mile radius of Clemson is 106,905, while it is 371,895 within a 30 mile radius.

In contrast to most states which extend into the Appalachian mountains, this part of South Carolina is not a depressed area but one of the most highly developed parts of the state. The region was one of the first areas to industrialize intensively after the Second World War, first with textiles and apparel, and recently with more diversified manufacturing establishments, including fabricated metals and tires. This diversification has served to elevate significantly average wage rates in industry. The region may still be characterized as a low wage level area by national standards.

Unemployment in the area is realtively low. The region's healthy economy and high growth rate is expected to continue into the future. Factors influencing future growth include the area's excellent position on the highway and rail transportation system, with a main Southern Railroad line and the main highway I-85, between Washington, D.C. and Atlanta crossing the region. Other factors in the anticipated growth include a planned new nuclear power plant in Cherokee County and the growth of tourism, recreation and second home construction within the area, particularly in Oconee County.

III. Project Relationship to Area Plans

The development of activities and points of interests for visitors doubtless has a positive impact on the growing tourism industry in the area. An output of the project, the expansion and improvement of the horticultural gardens at Clemson will most probably generate additional visitors to the area on an annual basis. This in turn should help stimulate the local economy's service sector with new import dollars. Most of this should occur during the summer months when that sector is slack due to the departure of Clemson students for vacation periods.

Also of local economic impact is the fact that 14 exceptional area residents, previously unemployed, obtained new skills and temporary employment through the project.

The horticultural field is a growth area locally and the skills which the participants have developed are very much in demand in the local economy. Two former participants are currently employed at a nearby greenhouse. Due to refunding from state sources, most are still employed on the program, however permanent full-time employment with the university seems likely for at least another two participants. Skills learned by the participants would make them suitable for employment with florists, contract landscapers, nurseries and small truck farms. Their high productivity and relative lack of absenteeism during the program should make them excellent candidates after termination.

As to statewide impacts, the maintenance of horticultural garden grounds and the production of laboratory plants for the university produced dollar savings for the university, a state owned facility. This can be thought to have had a slight positive impact on the university budget, a line item in the overall state budget. In addition, nearly all of the participants, prior to the program, had received some form of state transfer payment. Their employment on the program reduced these monies from the state. Finally, the horticultural gardens and brail trail are facilities which residents from throughout the state derive benefit from.

IV. Impact Checklist

Demand for project output:

Little demand existed prior to its initiation. There was, however, a real need for persons with horticultural skills in the region.

Relationship to area plans:

The area's relatively low rate of unemployment means that only Oconee out of the 3 counties has an OEPD.

Use of project output:

As previously stated, the output has a number of uses.

Influence on a particular locational or development decision:

None.

Impact on a critical development blockage:

None.

Leveraging of concurrent funds:

Many materials, such as railroad ties used in the gardens, were donated, as was the support of local garden clubs as volunteers on the project.

Leveraging of additional funds:

The project has just recently been given continuing monies from the governor's office.

Quality of life:

Garden expansion is a real QOL improvement for the area, given its passive recreation potential.

Short term employee impact:

It was the first job for many of them and all but one were very happy to be a part of the project--only one drop-out.

Human capital development:

All had previously been unemployable, now nearly all have new self-confidence and marketable skills.

Community satisfaction/acceptance:

The project has received considerable positive press in the Clemson area.

Influence on the development process:

Negligible.

Probable long-term economic impacts:

Gardens will continue to be an important economic asset. The future employability of the participants will also be important.

V. Summary Assessment

The traditional parameters for project evaluation are somewhat inappropriate for this project due to its specialized nature. It clearly has far more social than economic impacts. There were several important outputs from the project. Exceptional individuals, nearly all of whom had previously been unemployed and receiving transfer payments, were taught marketable skills in the rapidly expanding field of horticulture. While most of the participants have remained with the program following refunding from state sources, two have been placed with a nearby greenhouse.

In addition to skills training, the participants gained therapeutic benefits from the program. In most cases this involved newly gained self-assurances which enabled them to enter the work force. Because of the psychologically debilitating effects of their various handicaps, few would have been able to perform in a regular employment situation prior to entry into the program. Many had previously been institutionalized, and all had been referred to the program by social service workers from within the three county area of Pickens, Oconee and Anderson.

There were other important products of the project. The horticultural gardens of the University were greatly expanded. New areas were landscaped and new walk ways were constructed, including a special brail trail. These gardens draw thousands of visitors a year from throughout the South, a fact which has a significant impact on the local economy in terms of dollars generated through tourism. In addition, the gardens serve educational and recreational purposes, values which are difficult to monetize.

Project participants also propogated plants for use in research laboratories of the university, and for classroom instruction. In addition, the actual project itself became a type of laboratory in which students in the hortitherapy program could learn and conduct their own research projects. Thus the project had very significant outputs which helped support the university's programs in horticulture and hortitherapy.

Another output worthy of note is the demonstration aspect of the project. The project, as mentioned, was unique in terms of the mix of participants. As such it drew the attention of individuals involved in both horticulture and social service fields. A slide/tape presentation was prepared on the project for distribution to interested groups. A number of groups and individuals have already visited the project in order to learn techniques first hand. In addition, one of the blind participants has already provided horticulture instruction to other blind people in the area.

Project ID#: 04615718791

Project Type: 450, Maintenance, Rehabilitation, Repair

Total Funds: $134,784

Title X Funds: $ 44,865

Total Title X Employees: 4

Sponsoring Agency: CSA

ENERGY CONSERVATION SERVICES
JACKSONVILLE, FLORIDA

I. Project Description and Outputs

Greater Jacksonville Economic Opportunity, Inc. (GJEO) received a total of $134,784 from Title X, CETA, WIN, and the Community Services Administration to provide energy conservation services to the residents of Duval County. For administrative purposes, this project was combined with an existing home maintenance program. Two home maintenance teams and one "winterization" team were supervised by the same project coordinator. The winterization team was formed to provide members of the community with the following services:

1) energy conservation education and financial counseling related to payment of utilities and living expenses;
2) weatherstripping and home insulation;
3) repair of chimneys, oil tanks, electrical plugs;
4) emergency fuel oil deliveries;
5) portable heating units to families without adequate heating;
6) blankets on a loan basis;
7) emergency funds to prevent utilities from being shut off.

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The winterization staff was composed of a lead carpenter and seven assistant carpenters, a community organizer, a financial counselor, four outreach workers and the project director. In many cases a home maintenance crew would go to a home to provide "deep cleaning" and the winterization crew would repair windows and install weatherstripping.

The energy conservation project began in March, 1976 and terminated its last employees on January 17, 1977. According to the "Annual Progress Review Report," at the end of 1976, the project had quick sealed 79 homes to keep out drafts, replaced 22 doors and 619 window panes. 6,570 gallons of fuel had been delivered to 657 families. 35 clients have been provided with financial counseling and 24 electric accounts have been adjusted with the Jacksonville Electric Authority. The project coordinator, however, estimates that 30 to 40 houses per month were provided with home maintenance services which included repairing chimneys and oil tanks, cleaning or installing heaters, replacing electrical plugs and clearing rubbish from yards.

II. Project Area

GJEO's mandate is to provide services for the poor of Duval County. In projects such as this they particularly respond to the needs of the elderly and the handicapped. 60,000 senior citizens live in Duval County alone and the city of Jacksonville continues to grow at a rapid pace. Population growth in the Jacksonville SMSA was 16.4% from 1960 to 1970 and 7.5% from 1970 to 1975.

III. Project Relationship to Area Needs and Plans

The services provided under the energy conservation project were part of GJEO's general planning for the community. Certainly the weatherization services, blanket loans, and emergency fuel deliveries have been a particularly strong need in the current severe winter. GJEO purchased oil for sale and delivery to the poor because regular oil companies will not deliver less than 35 gallons; many families did not need and could not afford that much fuel. GJEO has provided emergency oil deliveries in 10 gallon increments. The loan of blankets and portable heaters has provided much warmth for people whose houses are not insulated for severe winter weather.

The financial counselor provided under this project has also met a community need. Jacksonville's utilities rates have tripled in the past few years while fixed incomes have only decreased in buying power. Many community members have needed assistance in financial planning and budgeting to meet today's living costs. The counselor has also provided explanations and training on the changes in utilities' billing forms.

IV. Impact Checklist

Demand for project output:
The need for these services has been expressed in many ways throughout the community.

Relationship to area plans:
GJEO has responded to its mandate to provide services to the people.

Use of project output:
Services were directly used by individuals in the community who were serviced.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
GJEO received $44,865 from Title X, 26,614 from Community Services Administration, 53,175 from CETA and 10,788 from WIN.

Leveraging of additional funds:
None.

Quality of life impact:
The project had significant impact for those serviced.

Short-term employee impact:
Payroll benefits and a strong feeling of self worth were provided.

Human capital development
The financial counselor and outreach workers attended some seminars for additional training.

Community satisfaction/acceptance:
The community serviced was highly appreciative. GJEO received many letters of thanks. Local newspapers provided coverage.

Influence on the development process:
None.

Probable long-term economic impacts:
Some conservation of fuel in homes that were winterized.

V. Summary Impact Assessment

The "winterization" project's aim was to provide a variety of services to assist the community in getting through the winter weather. Many homes in Jacksonville, particularly among the poor, are not insulated for the winter cold. As the nation has become more conscious of the need for fuel conservation, and as electric rates have tripled in the city, the poor and elderly have been particularly hard hit. The winterization project provided employment for workers and immediate, useful services for the community.

Project ID#: 01615337530
Project Type: 593, Public and Social Service
Total Funds: $648,451
Title X Funds: $119,545
Total Title X Employees: 15
Sponsoring Agency: HEW CDC

CHILDHOOD LEAD POISONING PREVENTION AND CONTROL
NEWARK, NEW JERSEY

I. Project Description and Outputs

The Childhood Lead Poisoning Prevention and Control Program is an on-going activity of the Division of Health in the Newark Department of Health and Welfare. Project workers conducted screening of young children in target neighborhoods for lead paint poisoning. Blood samples are taken and analyzed at local laboratories; those children found to have a problem are then referred for medical evaluation, either to their own physician or one at the city hospital. The dwelling receives an environmental evaluation, paint samples are analyzed for lead content, and landlords are served with a violation notice and a requirement to correct the condition within five days. Under contract to a local non-profit corporation, the program can also arrange for immediate emergency repairs.

Title X funded thirteen program positions, as follows: 7 health aides, 2 medical aides, 2 half-time pediatric practitioners, 1 research assistant, 1 information analyst and 1 accounting assistant. The program also employed 15 non-Title X employees, funded from a number of sources.

The City of Newark has an overall community development plan, prepared by the Mayor's Police and

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Development Office (MPDO). The MPDO has also prepared an Economic Development Handbook for the city which describes the overall economy, factors affecting development, and the future growth planning by neighborhood. However, the process by which the lead poisoning program was selected for Title X funding had nothing to do with either MPDO or its plans. The Division of Health had one day's notice from Region II HEW to attend a meeting on Title X, and they prepared the grant application over the weekend. The availability of funds was never presented to the city in an economic development context; the Title X link was directly from Regional HEW to the city's line health agency.

II. Project Area

Newark has a population of 382,000, down 23,000 or 5.6% from that of 1960. Through comparatively small in area, the city remains the largest population center in the west sub-region of the New York metropolitan complex, as well as in the state of New Jersey. It is the state's principal business and commercial center. Since World War II its industrial base has declined sharply; the remaining industrial activity is concentrated in fabricated metals, chemical and allied products, and apparel. Newark's current unemployment rate of 19% is more than twice that of the state as a whole, with much of the hard core unemployment accounted for by recent in-migrants from the rural South and Puerto Rico. An important economic asset to the city is Port Newark, the world's largest and most modern container port; the port is adjacent to Newark International Airport, another critical component in the area's economy. Newark is also emerging as a regional educational center, with its four colleges collectively being one of the area's largest employers.

III. Project Relationship to Area Needs and Plans

The Title X funds supplemented other federal and local resources to address a priority public health problem in certain poor neighborhoods of the city. The need was a real one; Title X monies enabled the program to retain five health aides who otherwise would have been lost to the outreach effort, and to strengthen its administrative and recordkeeping functions. Community support for the program is strong, although most people are unaware of a specific Title X involvement in it. The Project Director did not receive the local government support he sought, however; the responsibility to recruit and hire job candidates was effectively removed from him and exercised by City Hall.

IV. Impact Checklist

Demand for project output:
Lead poisoning prevention is a high local priority.

Relationship to area plans:
The project is an on-going part of the health programs.

Use of project outputs:
Direct contribution to outreach, screening and follow-up efforts.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
EDA funds supplemented other federal and local dollars, but did not leverage them (in the sense of attracting them).

Leveraging of additional funds:
None.

Quality of life impact:
Maintained an on-going program which was experiencing a funding crisis to provide services at a high level.

Short-term employee impact:
Three full-time and one part-time Title X employees will be hired permanently by the Division of Health.

Human capital development:
No project employees received any formal training.

Community satisfaction/acceptance:
High.

Influence on the development process:
None.

Probable long-term economic impacts:
None.

V. Summary Impact Assessment

Clearly, the Title X monies enabled the lead poisoning program to maintain a higher level of service than would otherwise have been possible, but the impact will be mostly a transitory one because of a continuing inability of the city government to fund the program adequately. With the end of Title X funding will come a sharp cutback in the range and quality of services. Some of the potential effectiveness of the Title X contribution was also lost because of local political interference in program hiring.

Project ID#: 04615716891

Project Type: 594, Public and
Social Service

Total Funds: $116,632

Title X Funds: $116,632

Total Title X Employees: 30

Sponsoring Agency: CSA

HOME AND HEALTH SERVICES TRAINING
CLANTON, ALABAMA

I. Project Description and Output

The Clanton, Alabama project served Chilton and Shelby Counties under the auspices of the Eleventh Area of Alabama, which is a Community Action Agency (CAA) under the regional Community Services Administration offices in Atlanta, Georgia. The objective of this Title X grant was to train health and homemaker aides to provide in-home care for elderly persons. Funding for the project came completely from Title X funds ($116,632). Twenty positions were created: 7 health aides and 13 homemaker aides beginning in January 1976 and continuing into March 1977. Assisting these health and home aides, yet not paid from Title X funds, were 2 County Health Department Registered Nurses and the Executive Director of the Eleventh Area of Alabama CAA who acted as Title X Project Director.

Although this project would be classified as a human development project, the homemaker aides received only two days of training prior to beginning their visits to elderly residents in the two counties. Health aides spent a week in training with a County Health Department representative learning the proper procedures for changing bandages, moving invalids, caring for bedridden patients, and performing general hygienic practices. No diagnostic or medical treatment was administered by health aides, however. Each aide worked closely with a nurse to assure continuity of care in accordance with current medical procedures. From January 1976 through October 1976, health aides made 93 visits to residents in Chilton and Shelby counties, 13 homemaker aides made 192 visits to elderly residents in the same two county area.

Families and individuals needing care were identified by health aides through a referral system at several county hospitals, from doctors' referrals, and from the county welfare roles. Duties performed by the health aides often enabled a hospital patient to return home for a convalescent period instead of remaining in the hospital. Each patient was under a doctor's or nurse's care with the health aide performing simple health care tasks which the patient was unable to perform due to age or physical disability. Health aides would change a bedridden patient's linen, bathe him/her, prepare and serve hot meals, assist in physical disability exercises and perform basic hygienic tasks such as combing hair, shaving and dressing patients. In most cases, the patient was elderly, living alone or in a household which could not provide these services during the day. The Title X project director estimated that the county-sponsored health aides might have made 20-25 visits, compared to the 93 made by Title X health aides.

The homemaker aides needed less formal preparatory training prior to working with the service recipients than did the health aides since most home aides were currently running a household and were experienced in preparing meals, shopping, cleaning, washing and performing basic household functions. Recipients of the homemaker services were referred to the Title X director from county Medicaid, Medicare, and health department records. Patients were usually shut-ins, elderly and handicapped persons. Homemaker aides were not initially accepted into some homes because they lacked "proper credentials". To overcome this problem, identification cards bearing a county health official's signature, the State seal, and the homemaker's picture were issued. During the course of the homemaker aides' service period, in-service clinics were given concerning planned parenthood, child care, nutrition, innoculation programs, etc. to sharpen basic homemaker skills.

II. Project Area

Shelby and Chilton counties, located in central Alabama between Birmingham to the north and Montgomery to the south, were served by the Title X health and homemaker aide project. Both of these rural counties have excellent transportation networks. Interstates 20 and 65, the Coosa River, and three railroads all provide transportation services. Both counties retain their longstanding rural character, although Shelby County's proximity to Birmingham has accelerated population growth. In the decade 1960-1970, Shelby County's population increased 18.4% and its labor force grew by 34% as compared with Chilton County's population growth of 1% and labor force growth of 0.7%.

Neither county has a strong industrial base and exports labor from the county to the two urban centers. The dependence on agriculture as a means of employment has steadily declined through the 1900's, particularly during the 1950's and 1960's. The introduction of farm mechanization has reduced the total number of persons employed in this sector, but increased the size of the average farm.* Chilton County has fewer people and a smaller work force than does Shelby County, yet offers five industrial sites totalling 148 acres, each site with excellent power, water, railroad, highway and sewage service.

Both counties have active planning departments at the County Level, yet there is no indication that the Title X project addressed the economic priorities identified in these plans. Instead, the homemaker and health aides appear to make a match between high unemployment among women and a need to provide services for elderly county residents. The abundance of transportation facilities and cheap fuel from coal reserves and hydroelectric generating stations on the Coosa River indicate that both counties are on the threshhold of industrial development. It appears that residents are currently commuting to the larger urban centers, however, where jobs are plentiful in the steel and utility industries.

III. Project Relationship to Area Needs

Conversations with county health officials confirmed the fact that elderly, handicapped and low income county residents were being underserved by existing health care

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*Chilton County Overall Economic Development Plan.

services. While no accurate statistics were available from the Alabama State Employment Service on the unemployment rate among women (many have given up looking for work) informed county officials stressed the need to create employment for older women, especially in the minority population segment. The short run impact of this Title X project appears to be the match between the employment problem and the underserved elderly and low income county residents.

Looking further to the future, the homemaker and health aide program may improve the employment and underserved health care needs of county residents. When the program terminates, the Shelby and Chilton County hospitals may absorb as many as six of the health aides--depending on the availability of county funds. Unfortunately, there is no provision for extending the homemaker aide program through either county or state administrative mechanisms. The county nurses were particularly enthusiastic about the health aides' contribution because it freed them to concentrate on the more pressing health problems for which they had been trained. Both county health supervisors were highly supportive of the health aide program because it enabled them to expand services at no additional costs. The community was not generally aware of the project due to the small clientele served and the relatively few (20) positions created. The employment program fulfilled a pressing financial need for one homemaker aide who is sending two daughters to a state college. Another woman in the program with an invalid husband was able to significantly upgrade their standard of living from a poverty level to include a more stable diet and the purchase of medical supplies not available through Medicaid service.

The prior demand for health and homemaker aide services is nearly impossible to assess. County welfare officials admit that only the most desperate situations surface, usually through hospitalization or a doctor's referral. Since population trends will swell the ranks of the elderly in future years, it is likely that the need for these services will expand during this and subsequent decades. When the Title X project terminates in March of 1977, the county will be faced with a greater case load than it can possibly service.

IV. Impact Checklist

Demand for project output:

County welfare and health agencies could expand services to reach an underserved, elderly, handicapped and low income population.

Relationship to area plans:

Although economic development plans exist for both counties, this project does not address any economic priorities identified.

Use of project output:

Services were directly used by county residents who were serviced.

Influence on particular locational or development decision:

None.

Impact on critical developmental blockage:

None.

Leveraging of concurrent funds:

None.

Leveraging of other funds:

None.

Quality of life impact:

Services to clients were valuable. Program employees' quality of life significantly improved since most had little hope of finding employment.

Short-term employee impact:

20 of 30 employees gained public sector jobs; an additional 4 placed in private sector jobs. Up to six health aides will be hired by the counties.

Human capital development:

7 health aides received 1 week of health care training, 13 homemaker aides upgraded existing skills through 1 day per month clinic in nutrition, planned parenthood, innoculation programs.

Community satisfaction/acceptance:

Among County Health Department and county residents served by health and homemaker aides, satisfaction was high.

Influence on the developmental process:

None.

Probable long-term impact:

The project contributed toward upgrading of homemaker skills and new job skills for formerly unskilled health aides. Possible expansion of health care service capability if any new health aide positions are created at the end of Title X project.

V. Summary Impact Assessment

The obvious benefit to Shelby and Chilton Counties was the creation of twenty positions for women who could assist the welfare and health departments reach the underserved elderly, handicapped and low income county residents. Although service levels may still be inadequate, the Title X health and homemaker aides extended the service network in both counties. When the project terminates, there is some hope of hiring several health aides into the county health department, creating a hidden benefit in the form of freeing the county registered nurses to more efficiently perform their jobs. The homemaker aides fulfilled an important role in the community, yet there is little likelihood to extend their services when project funds are exhausted in March 1977.

No economic development resulted, despite the fact that both counties appear to offer attractive developmental and locational advantages to industry. The outmigration of labor to Birmingham and Montgomery remains unchecked by this project.

Realistically, given the scale of this human development project (20 employees, $116,632) the creation of jobs and the improvement of social services seems an adequate return on the investment despite a realtively short run impact on the two counties.

Project ID#: 01615697891

Project Type: 590, Public and Social Service

Total Funds: $162,725

Title X Funds: $162,725

Total Title X Employees: 38

Sponsoring Agency: CSA

COMMUNITY RENEWAL TEAM
FALL RIVER, MASSACHUSETTS

I. Project Description

The projects funded by Title X ($162,725) and administered by Citizens for Citizens (CFC) were:

Energy conservation: Project Staff installed insulation materials in 180 homes and cut down trees in Freetown State Forest to assist the warden and to collect firewood.

Lead Paint Program: Project staff tested small children to see if there was evidence of lead poisoning. If there was and the child's home was found to contain lead paint, project employees would de-lead the house. 2600 children were tested and 125 homes were de-leaded.

Alcoholism Center: Project staff worked at the drop-in center and provided counseling.

Social service aides: Project employees, who were senior citizens, helped staff non-profit social service agencies, such as Boys Clubs, Council on Aging, Fall River Nutrition Center, and the Marine Museum, on a part-time basis.

Senior employment service: Project employees provided additional staff to operate a referral staff for retired, skilled workers.

Citizens for Citizens, Inc. (CFC) is a community action program that has been in existence for over ten years in Fall River. It operates a number of programs that provide services to the community, such as a head start project, an alcoholism center, a senior employment service, and a family planning program. The main objective of the Title X project was to get people off welfare and unemployment by hiring them to augment the CFC labor force.

The principal and most visible projects were the Energy Conservation and the Lead Paint programs. Although they were both pre-existing programs, the infusion of the Title X money allowed CFC to acccomplish a lot more than they would have otherwise. Another grant had provided insulation materials to poor households, but many of these households, particularly the elderly, had no way of installing the materials. Title X provided the labor to install these materials. Cutting down trees in Freetown State Forest was an entirely new idea, and CFC planned to use these trees for another project. This other project involved selling wood stoves at cost to poor households and providing the purchasers with free firewood. Although this project was never funded, CFC still gave away free firewood. Prior to Title X, the lead paint program had two parts. The first was detection and the second was prosecution of landlords who refused to de-lead apartments. Title X funds allowed CFC to increase the number of people who were testing in the community for lead paint poisoning and to de-lead apartments for landlords or owners who could not afford to pay for the work.

II. Project Area

Fall River is located approximately 20 miles west of Providence and about 50 miles south of Boston. Its proximity to the Taunton and other smaller rivers enabled it to become the most concentrated area of textile manufacturing in the world in the 1920s. However, changing technology, labor-management problems, and the depression caused serious problems in the textile industry in Fall River by the early '30s. Since the city was so dependent on textiles, its overall economy began declining and has never fully recovered.

Fall River's 1970 population was 96,931, a decline of 3 percent since 1960. However, during the same period 1950-1975, most suburban towns in the Fall River area more than doubled in population, while the city itself declined by 16.1 percent.

Fall River has a large elderly population, primarily due to outmigration of younger persons who must leave to find jobs. Almost 30 percent of the total population is Portuguese, either recent immigrants or first generation Americans. It is not surprising, given the age distribution and the large proportion of recent immigrants in Fall River, that the median education is 8.8 years, considerably lower than the state's median of 12.2.

The major labor changes in the last ten years have been a decrease in employment in the manufacturing sector, particularly in apparel, and an increase in non-manufacturing employment. This trend is consistent with trends throughout the New England area.

Although the Fall River Labor Market Area's unemployment rate has paralleled that of the state for the past five years, one should view this similarity with the following caveat. Fall River employment for the 45,000 in the labor force is not steady. Much of the employment in the textile and apparel industries is organized on a piece work basis with small contractors. Employees work only when a contractor needs them--many fail to work a full 40-hour week or 52 weeks a year. Median income in Fall River was $8,289 in 1970 compared to $10,835 statewide. These figures reflect both this irregular job situation as well as the lower wage scale in Fall River.

III. Project Relationship to Area Needs and Plans

The Title X project does not directly help Fall River achieve its basic goals for economic development which are to: provide more jobs, particularly those with wage scales more comparable to those in the rest of the state; attract a broader tax base to provide some property tax relief for homeowners, and provide opportunities for upward mobility in order to keep better educated and trained employees in the Fall River area. Current plans to achieve these goals include: construction of a downtown parking garage to help stimulate business and commercial development, waterfront development near Battleship Cove for both tourism and commercial purposes, and upgrading of the sewer system and waste water treatment facility. The latter improvements are required for EPA to allow existing firms to remain in operation.

Recent developments in Fall River include a new industrial park (now occupied by warehouses) and a new City Hall. These two developments, however, will not necessarily help Fall River get closer to its goals for economic development, since the industrial park tenants are not labor-intensive firms and the new City

Hall's short term effect was to raise local property taxes. Local officials feel that the major blocks to future development include local environmental opposition to offshore oil exploration. waste water facilities mandated by EPA which will increasa user costs, the state's tax structure, and high property taxes.

The major social service agency in Fall River is the Community Development Agency, funded by HUD, which operates the Community Development Service Center. CFC complements the activities of this organization in that it operates different programs (more personal projects) and often serves as an advocate for various groups. Although there are some groups in the city in need of services, such as recent Portuguese immigrants, the elderly and AFDC mothers, the city's social service delivery system is not one of its major problems. For the most part, CFC is not well-known in the community. Primarily only local bureaucrats and the poor are aware of what CFC accomplishes.

IV. Impact Checklist

Demand for project output:
High demand for winterization, de-lead programs

Relationship to area plans:
None.

Use of project output:
The project tested children for lead paint poisoning, de-leaded homes, winterized homes, and provided services to alcoholics.

Influence on particular locational or development decision:
None.

Impact on critical blockage:
Existing lead paint testing program lacked funds to correct lead violations, Title X funds overcame this problem.

Leveraging of concurrent funds:

None.

Leveraging of additional funds:

None.

Quality of life impact:

Positive, but limited to small group of persons affected by de-lead, winterization, alcoholism programs.

Short-term employee impact:

Full time employment for project employees; 9 persons hired by CFC at project conclusion.

Human capital development:

Four of the de-leaders learned enough about the process to form their own company and now de-lead units on a profit basis, following up leads from CFC.

Community satisfaction/acceptance:

The most visible projects were the lead paint and energy conservation programs. These two projects received local news coverage.

Influence on development process:

None.

Probable long-term economic impacts:

Some energy savings from conservation program.

V. Summary Impact Assessment

CFC used some of the Title X funds to continue staffing ongoing programs. In some cases, these funds allowed programs to increase their service levels. However, in many cases, once Title X was over, the service level dropped to the old rate.

CFC was also able to expand some programs as a result of Title X. Title X allowed CFC to ascertain how well the lead paint and energy conservation programs could operate, once a labor component was added. The lead paint program got off the ground once CFC was able to provide de-leaders for households that had lead paint but lacked funds to remove it. The winterization program accomplished what it had intended to do in the first place--insulate homes--without Title X funds, CFC only had free materials and not the labor to install them.

It appears that the Title X funds have helped improve the efficiency of the energy conservation and lead paint programs. If the funding for these programs continues, then it is highly likely that there would be some continuing impacts--homes will be better insulated, therefore reducing energy costs.

Project ID#: 01615823866
Project Type: 589, Public and Social Service
Total Funds: $28,200
Title X Funds: $26,00
Total Title X Employees: 28
Sponsoring Agency: JUSLEA

EMPLOYMENT OF JUVENILES IN HIGH CRIME, HIGH UNEMPLOYMENT AREAS
BRISTOL, RHODE ISLAND

I. Project Description

The original intent of this $28,200 project was to provide counseling and employment to male and female juvenile offenders under the age of 18, who come from low-income families in Bristol and were referred by probation or parole officers or social workers. A secondary objective of the project was to perform needed public works tasks for the town, such as cutting brush near local roads. Two social workers and the director of social services in Bristol operated the program, and the city's public works department initially provided direct field supervision for the majority of juveniles employed. Those employees who were still in school worked part-time in the spring and fall, 1976 and 32 hours per week during the summer. Those who had dropped out of school worked 32 hours per week for the duration of the program.

Early in the project it was evident that the public works jobs were unsuccessful. Project employees failed to show up for work and many dropped out of the program. The project director attributes this failure to poor management on the part of the city's public

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works department and to the nature of the jobs, which appeared to the youngsters to be "boy scout outings" and "make work jobs." the project director abandoned the public works idea and found another employer, the Veterans' Home. Starting in the summer and continuing until the end of the project in November, most of the Title X employees worked at the local Veterans' Home, doing grounds maintenance, interior maintenance, assisting in the wards, and working in the kitchen. This arrangement proved to be more successful. A handful of employees worked as counselors in a YMCA day camp and at the Farm Museum, building fences.

II. Project Area

Bristol is located sixteen miles southeast of Providence and is bounded by the town of Warren on the north, Narragansett Bay on the south and by Mount Hope Bay on the east. Its population was 17,860 in 1970, up 22.6% from 1960, increasing at a faster rate than the state. There is a substantial Portuguese community in Bristol, much of which is foreign born. Median income was $9,732 in 1969, close to the statewide average and slightly more than the national average.

In the past, Bristol was noted for its shipbuilding and later for its mills. Today, manufacturing remains the most significant sector. One of the major employers, Kaiser Industries, recently moved to Portsmouth, a community to the south of Bristol. However, since Portsmouth remains within the commuting patterns of Bristol residents, this change did not increase unemployment.

Unemployment is estimated at about 10% currently; however, the situation is better now than in 1975. The town council and mayor support economic development, and to encourage this end would approve tax incentive measures and zoning changes. So far, the town lacks an industrial development program, but it is on the agenda. The town planner feels that one of the critical blockages to development is the state's emphasis on developing the western part of the state and the former naval bases area. This puts Bristol at the bottom of the list when the state is advertising industrial sites to attract new industries.

III. Project Relationship to Area Needs and Plans

Bristol's Title X project had no relationship to the area's plans for economic development. These plans are discussed in the state OEDP, which covers all Rhode Island cities and towns, lists local projects, and assigns a state priority rating. Projects of highest priority in Bristol are downtown revitalization, waterfront development and conversion of the former Kaiser complex.

The town planner of Bristol originally heard of the availability of Title X funds through an LEAA advertisement. LEAA indicated that funds were available for projects that would assist juvenile offenders. Therefore, Bristol submitted an application for a Title X project that focused on juvenile offenders. Bristol's choice of this project, however, does not imply that juvenile crime is worse there than in surrounding communities. Instead, the town planner understood that the only projects that would be approved under Title X were those dealing with juvenile offenders.

However, the project director thinks that the project filled a gap in the services available to juvenile offenders in Bristol. Although there is a local juvenile officer, community mental health facilities, and local social workers, these youths generally did not receive the type of supportive treatment made possible by the Title X project.

Furthermore, the Veterans' Home, the principal employer, did not have funds in its own budget for the renovations and grounds work performed by the Title X employees. The Veterans' Home found that the free assistance provided was greatly needed.

IV. Impact Checklist

Demand for project output:
Needs were present for the juvenile offenders and local Veterans' Home.

Relationship to area plans:
None, although once the project was funded, it was listed in the OEDP.

Use of Project Output:
Employment and counseling were used by the participating juveniles; free services were utilized by the Veterans' Home to augment an inadequate operating budget.

Influence on particular locational or development decision:
None.

Impact on critical development blockages:
None.

Leveraging of concurrent funds:
Local, in-kind contributions totalled $2,200.

Leveraging of additional funds:

The social services department in conjunction with a local antipoverty agency has applied for additional funds from LEAA to continue this type of project.

Quality of life impact:

Impact was confined to employers who used services of Title X employees: Veterans' Home, Farm Museum and the YMCA. No general community effect. The local police commissioner does not feel that there was any drop in juvenile crime during the program.

Short-term employee impact:

A few of the high school dropouts returned to school and a few more are receiving home tutoring.

Human capital development:

One girl, who wanted to be a nurse, worked as a nurse's aide and picked up skills. She is now seriously considering nursing school. Generally, most employees learned how to be responsible workers--to show up on a regular basis and to work a full day. Most had never had this experience before. Some picked up skills such as painting, simple carpentry, and general maintenance.

Community satisfaction/acceptance:

The only community residents who were aware of the program were the police, public works department, and employees at the Veterans' Home. The general attitude of those who did know about the project was that it was unfair that the city rewarded the bad kids with jobs when the good kids remained unemployed.

Influence on the development process:

None.

Probable long-term economic impacts:

If there is a reduction in criminal activity in the long run, then there would be a positive impact, although it would not necessarily affect Bristol alone. Other impacts could be increased earning potential of those youths who decided to return to school.

V. Summary Impact Assessment

This project was not generally popular in the community. There is little empathy for youngsters who are chronically in trouble with the police. However, the project director, her social workers, and the director of the Veterans' Home felt that it was a very successful project since it helped a problem group that the community would just as soon not be bothered with. If one were really interested to see if there were long run positive impacts on the juvenile offenders, it would be necessary to perform a follow-up study on the Title X employees and a comparable group of local juvenile offenders who were not in the program, to see if there were any differences in the frequency of criminal offenses.

If the director of the Veterans' Home had not been supportive of this project, then the entire project might have been a failure. It was largely his attitude and the attitudes of the social workers and project director that made this project work.

Project ID#: 04615718591

Project Type: 591, Public and Social Service

Total Funds: $53,196

Title X Funds: $53,196

Total Title X Employees: 8

Sponsoring Agency: CSA

TRANSPORTATION FOR THE ELDERLY AND HANDICAPPED
JACKSONVILLE, FLORIDA

I. Project Description and Outputs

Greater Jacksonville Economic Opportunity (GJEO) received $53,196 to provide transportation to the elderly and handicapped of Duval County. Original plans were to use Title X and WIN funds to hire ten drivers for fourteen vans to be supplied by the Urban Mass Transportation Administration (UMTA). The project was scheduled to begin in February, 1976 and to be completed in February, 1977. By late January, 1977, however, the vans still had not been delivered in driveable condition to GJEO. GJEO administrators received weekly promises that the vans would be delivered very soon and, on that basis, integrated the Title X employees with regular employees in on-going projects.

Not only were the vans late in arriving, but the Title X funds were not received until February, 1976. Therefore, instead of ten drivers, GJEO hired eighteen workers onto projects under GJEO's Senior Services division. Senior Services provides a variety of assistance to the 60,000 elderly citizens in Duval County. The 18 GJEO Title X employees provided help in home maintenance, arts and crafts, transportation, and remotivation. Many of the workers hired were senior citizens themselves; they responded with enthusiasm to the job and were well received by the seniors of the community.

II. Project Area

Several organizations in Jacksonville provide services for the elderly: the Area Agency on Aging, the Division of Aging and Adult Services, the Eye Lab, a variety of city departments, and the GJEO. These groups coordinate to provide the services they are best suited for in each area of the city. GJEO services the 60,000 elderly in Duval County and assists groups which help seniors with specialized needs such as the blind. GJEO identifies the needs of the elderly in Duval through community meetings, a log of phone calls received, caseworkers and outreach workers in the community.

Jacksonville is the geographically largest city in the United States. The Jacksonville SMSA's population is 707,678; the city grew 16.4% during the 1960-1970 decade. Part of the city's rapid growth stems from the elderly who seek a moderate climate for their retirement years and relocate in Florida from other parts of the country. As Jacksonville continues to grow, the need for services for the elderly will also increase.

GJEO strives to provide on-going services which senior citizens can depend on. Therefore, a difficulty which GJEO has in utilizing short term funding such as Title X is that new services for seniors are started only to be terminated shortly thereafter. The integration of Title X funds and workers with existing programs allowed for extension of service programs already meeting the needs of the community.

III. Project Relationship to Area Needs and Plans

GJEO, the state's Division of Aging and the Federal Agency on Aging have all recognized the need for home maintenance and transportation assistance for seniors. Initial plans to provide transportation would have directly addressed a service need that was in high demand and which GJEO could not fulfill without Title X funds. Without delivery of the vans, existing services for seniors in Duval County were augmented with Title X funds because the needs had already been documented in GJEO's normal planning process.

IV. Impact Checklist

Demand for project output:
The need for transportation for the elderly and handicapped had been strongly expressed by the community. Since GJEO could fulfill that need only on a limited basis (since vans were not provided by UMTA), the agency extended existing, needed service programs.

Relationship to area plans:
Home maintenance, transportation, remotivation, and arts and crafts assistance were all existing programs and parts of GJEO's on-going planning process.

Use of project output:
Seniors in the community repeatedly expressed their appreciation for the variety of services provided. Some local newspaper coverage also presented a positive view of the project.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:

Although short term, the quality of life impact was significant for those seniors receiving assistance.

Short-term employee impact:

Immediate payroll benefits were experienced by all employees. The seniors employed on the project were very positively affected by employment and a chance to help others.

Human capital development:

Specific employee/skill training was not provided; however, the motivation provided by a job for the senior workers has certainly improved their ability to contribute to the community and to their own happiness.

Community satisfaction/acceptance:

The seniors assisted by the project voiced their appreciation to the workers, to the city, and to GJEO.

Influence on the development process:

None.

Probable long-term economic impacts:

None.

V. Summary Impact Assessment

GJEO was not able to hire drivers to provide transportation for the elderly and handicapped, yet they were able to extend existing, needed services for the senior citizens of Duval County. Home maintenance and cleaning, a limited amount of transportation, remotivation, and arts and crafts services were provided on a case by case, as needed basis. Both the people receiving the services and those (especially the seniors) providing the services were happy with the project. The employment of seniors on the project provided a paycheck and a strong feeling of self-worth for those individuals. The seniors in the community also responded more positively to assistance from other seniors than from the younger workers on the project. Particularly in a difficult and very cold winter such as 1976-77, this Title X project has filled a need for a group of people who often are not as mobile or as vocal as the rest of the community.

Project ID#: 01615107658
Project Type: 583, Public and Social Service
Total Funds: $10,000
Title X Funds: $ 5,000
Total Title X Employees: 2
Sponsoring Agency: INTNPS

HISTORIC SITES SURVEY
CHESTERTOWN, MARYLAND

I. Project Description and Outputs

Chestertown, Maryland received a total of $10,000 from the Maryland Historical Trust to identify and inventory historic sites in the city. $5,000 in Title X funds were combined with $4,000 from the town council, $500 from Preservation Inc., and $500 from the Kenty County Historical Society.

The town of Chestertown dates back to 1696 and contains many 18th century homes and buildings which the state and city want to preserve. The Maryland Historical Trust operates under the aegis of the State Department of Economic and Community Development. Part of the Trust's mandate is to provide assistance to communities pursuing community development plans and having historical structures which should be restored and maintained.

Chestertown was aware of many of the historical sites in the town and had previously established an Historical District Zone in an attempt to preserve the historical integrity of the buildings. Building permits for demolition, rehabilitation or renovation within the zone were carefully reviewed by the town. However, the town could not identify all of the historically important buildings involved, nor which portions of the buildings had historical value and

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which portions had been added on more recently.

Two employees were hired for this project which began in January, 1976 and ended in December, 1976 when the program funds were expended. The project completed reports on 86 buildings, 82 of which were within the Historic Zone. Each report consisted of:

- A complete history of the titles for each building
- A complete description of the architectural history
- Geographic data for the building site
- An assessment of the building's historical significance
- A description of the building's architectural appearance in both general and technical terms
- A photograph and a slide picture of the structure

II. Project Area

Chestertown and Kent County are located across the Chesapeake Bay from Baltimore on the northern portion of eastern shore of Maryland. The county is bordered on the west by the bay and on the east by Delaware. Chestertown is 60 miles from Baltimore, 50 miles from Wilmington, and 75 miles from Washington, D.C. It is served by the Baltimore-Washington International Airport and the Greater Wilmington Airport.

Chestertown is both the largest town in the county with a 1970 population of 3,476, and the county seat. The town's population has declined 3.5% since 1960 when it peaked at 3,602. The county had a 1970 population of 16,146, a slight increase from 15,481 in 1960.

Chestertown's historic, colonial character dates back to the 18th and early 19th centuries. The town was one of of the early settlements on the eastern shore and became the capital of Kent County in 1707. During the mid-18th century and prior to the development of Baltimore, Chestertown was an important port.

Interest in Chestertown's historic structures and its relatively isolated location have contributed to tourism in the area. In 1973 an estimated 31,600 tourists visited the town. This figure was part of the 1973 Waterfront Commercial Development Study completed by Morton Hoffman and Co., Inc. The report also estimated that, with a continuation of current tourism trends, a 29.4% increase in tourism could be achieved by 1980. Alternative scenarios were presented based on changes in the town's policy towards tourism and improvement of the area. Moderate growth was estimated to result in a 94.3% increase by 1980, and accelerated growth could bring a 158.9% increase in tourism by 1980.

Local support for improving the historic value of the town and for encouraging tourism has been shown through groups like the Kent County Historical Society and Preservation Inc., which each pledged $500 to the project. Preservation Inc. is a private, nonprofit organization which purchases and restores historic homes and sells them to people who will live in the homes, preserve them, and show them. The group also encourages tourism by conducting bus tours and arranges for historic homes to be opened to visitors.

III. Project Relationship to Area Needs and Plans

Chestertown's need for an historical inventory of the town's buildings has been documented in three major planning reports: the 1975 Central District Study, the 1976 Comprehensive Plan, and the 1973 Waterfront Commercial Development Study. These documents express the needs of the town both to discourage random development and to encourage the growth of tourism, particularly in the Historic District.

On a more practical level the town has had great difficulty deciding whether permits should be awarded for zoning changes, new buildings, and rehabilitation efforts when the historic value of a structure is unclear. In many cases, one part of a building may have historic value while additions were built at later dates. Town planners need to know the exact architectural history of each building in order to make intelligent decisions about any physical changes to the buildings.

The Historic District Zone in Chestertown has begun the town's efforts to encourage tourism in the area. Additional promotional work such as festivals, bazaars, a new restaurant or a new museum are being explored by the town planners. The Historic Sites Survey started to meet an important need for the town; additional work will be needed to complete the job.

IV. Impact Checklist

Demand for project output:

Demand existed, as evidenced by zoning procedures for Historic District Zone, tourism, Prevention Inc., Town Comprehensive Plans and other independent reports, and ability to raise $1,000 from private sources for the project.

Relationship to area plans:

Strong and direct relationship between Title X project and town's plans for Historic Zone preservation. Project also fits into tourism plans of area.

Use of project output:

One copy of report (with photographs) sent to Maryland Historical Trust. Town copy extremely valuable in zoning (building permit) decisions, as well as to demonstrate historic value to building owners and tourists. There is great potential for the project output (books, brochures, tourism development) that has not been developed.

Influence on particular locational or development decision:

The inventory responded to the need for data in making development decisions (building permits and demolition), but the project was not undertaken to influence any particular decisions.

Impact on a critical development blockage:

None.

Leveraging of concurrent funds:

The town ($4,000), Preservation Inc. ($500), the Kent County Historical Society ($500) would not have allocated their funds for the inventory without Title X funds.

Leveraging of additional funds:

None.

Quality of life impact:

Indirect. Preservation of existing historical buildings may impact quality of life, but the project is not likely to stimulate increased restoration.

Short-term employee impact:

Provided employment to two people.

Human capital development:

Employees increased their research skills and knowledge of the area's historical value. First employee left area during project when he found a job in Canada.

Community satisfaction/acceptance:

Citizens involved with historical buildings and Historical District Zone are pleased.

Influence on the development process:

Inventory will keep historical buildings from being demolished. Impact on economic development uncertain, but output has potential of increasing tourism.

Long-term economic impacts:

Uncertain at present, but certainly cannot be negative. As noted, project could be used to spur tourism and restoration if the output is disseminated properly.

V. Summary Impact Assessment

An immediate impact of the Historic Sites Survey will be the increased ability of the town to grant building permits for structures of historic value. The inventory will allow the town to efficiently and rationally decide whether a proposed demolition or alteration will affect the town's desire to preserve its historical integrity. If each request for a building permit had to be acted upon (or researched) without the benefit of the inventory, either the decision would be based on insufficient data or it would be extremely costly to obtain the data for individual decisions.

The inventory also has the potential for spurring additional restoration activities, increasing tourism, and leveraging additional funds for groups concerned with historical preservation. The town had hoped to produce an illustrated book presenting the inventory, but the Trust required that 90% of project funds be spent on labor so the project published a limited number of copies of the final report. Appropriate publication and dissemination of the final report could aid in promoting tourism and thus impact the area's economic development.

Project ID#: 07615761391
Project Type: 599, Public and Social Service
Total Funds: $485,543
Title X Funds: $485,543
Total Title X Employees: 79
Sponsoring Agency: CSA

COMMUNITY REVITALIZATION
SCAPPOOSE, OREGON

I. Project Description and Outputs

This project, administered by the Community Action Team Inc. (CAT) of Scappoose, was designed to (1) expand existing social services in Columbia County and (2) supplement municipal government services in the areas of public works and recreation. $485,543 of Title X funds awarded to the county CAT funded emergency home repair, transportation and nutrition services for the elderly; a teacher's aide and a health coordinator for Headstart; an X-ray technician, ambulance drivers and clerical staff for the Columbia District Hospital; and deputy sheriff trainees for the County Sheriff's Department. In addition, CAT funded the following municipal governments: the city of Scappoose for police, public works and park maintenance services; the city of St. Helens for police and park maintenance; the cities of Rainier and Vernonia for public works; and the city of Clatskanie for clerical services.

There is no OEDP available for Columbia counties. The specific activities funded by Title X were those which the individual communities and institutions were able to propose on a week's notice from CAT. Currently the County Planning Department is seeking to organize a local economic development committee and has begun work on a development plan which could ultimately serve as an OEDP. At best the linkage between the Title X activities and local economic development is indirect, e.g., upgrading operations and maintenance for the Scappoose water supply and sewage systems.

II. Project Area

Columbia County, immediately north and west of Portland, has recently experienced rapid population growth. The 1970 population was 28,790, up 28.6% from 22,379 in 1960; the county's estimated 1975 population is 31,800. This growth is largely attributable to the continued expansion of the Portland metropolitan area; roughly twice as many Columbia County residents commute to jobs outside the county as do workers for the state as a whole. Manufacturing industries dominate the county's economy, accounting for 67% of the total county payroll; forest products industries account for 80% of the total manufacturing employment. Unemployment in the county has hovered around 12% since 1975, as compared to 9% statewide.

While the county's access to river transport is a plus, its road, rail and air facilities and services are less attractive. Major industrial development sites are available, but most existing sewer systems and all the water supply systems are currently inadequate to service much growth. Available housing supply is also an important constraint on future industrial development. Energy supply is expected to remain tight for the region as a whole, despite the recent completion of the Trojan nuclear power plant. The most important development proposal currently being entertained is a Burlington Northern trans-shipment facility for Alaskan crude oil at Port Westward which would involve transfer from ships on the lower Columbia River to railroad tank cars bound for the pipeline terminus at Art Bank, Montana.

III. Project Relationship to Area Needs and Plans

None of the projects funded by Title X reflect a conscious decision to influence the location or expansion decisions of any specific developer. The projects, rather than growing out of any particular regional development strategy, instead serve to meet the immediate manpower needs of a number of understaffed and underfunded county and municipal government agencies. The social service-oriented projects were designed to fill gaps in existing county services, especially for the elderly; the municipal services projects were intended to supplement the meager local resources devoted to standard operating and maintenance tasks of line agencies. Clearly the local agencies involved felt there was a need for much additional manpower and continue to feel this way.

A large number of project participants (25 of 47) are slated to be "transition" to their employing agencies, although it is unclear at this point for how long these agencies will be able to carry them. The five deputy sheriff trainees will likely not be retained because of civil service obstacles.

Employers were enthusiastic about the Title X project for various reasons: it enabled them to expand services at little or no cost. The community generally was pleased with the federal funding, mainly because they felt it was owed them because of the federal taxes they pay and the little return they see for them. The real test of community support for the objectives of the program will be how many of the Title X employees are ultimately retained for permanent employment.

IV. Impact Checklist

Demand for project output:
Specific to the individual employing agencies, to enable them to meet current manpower and service deficiencies.

Relationship to area plans:
No area economic development plan exists. Indirect link through improvements on physical infrastructure (water, sewer).

Use of project output:
The project provided needed public services useful to the area as a whole, not for identifiable industrial users.

Influence on particular locational or development decision:
None.

Impact on a critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
Substantial but not necessarily measurable improvement in the quality of available municipal services, e.g., police protection, water supply, waste treatment. Also, the emergency home repair

service for the elderly gained the project high visibility and local support.

Short-term employee impact:
25 of 47 employees will gain public sector jobs in the short run; permanency of this impact is unclear because of local budgetary uncertainties.

Human capital development:
Five deputy sheriffs each received six weeks of police training in Salem.

Community satisfaction/acceptance:
High, but limited to the employing agencies involved and then indirectly as an extension of CETA since they understand little of Title X distinction. Free staff dollars are always appreciated.

Influence on the development process:
None.

Probable long-term economic impacts:
None, except a marginal improvement in the quality of available local public services.

V. Summary Impact Assessment

It will be difficult to demonstrate any substantial impacts of the Title X expenditures beyond the immediate job creation/payroll benefit. It remains to be seen how many of the 25 employees "hired" by the employing agencies will be retained permanently; annual increases in municipal budgets exceeding 6% require voter approval in Oregon and local sentiment is for reducing, not increasing, municipal outlays. The increases in both social and more standard municipal services meet a real need, but in many instances services will drop to their pre-Title X levels as soon as the project funds run out. Title X in Columbia County amounted to a one-half million dollar shot in the arm for an ailing regional economy whose basic economic problems remain unaddressed; the patient felt better for a while but the long term impacts are problematic. Municipal services will continue to be underfunded in rural Oregon, and it is not clear whether it is Title X's mission to seek to permanently influence this situation.

Project ID#: 08615739991
Project Type: 594, Public and Social Service
Total Funds: $170,065
Title X Funds: $170,065
Total Title X Employees: 24
Sponsoring Agency: CSA

THE WEBSTER PARISH HOMEMAKER SERVICE
MINDEN, LOUISIANA

I. Project Description and Outputs

The Webster Parish Homemaker Service was funded by the Community Services Administration with $170,065 of Title X money; the grantee was the Webster Community Action Agency (CAA). The project had two objectives--one of job creation and one of community service. In terms of job creation, 24 unemployed women including one supervisor were hired as homemakers. In terms of service, the project supervisor estimates that 1,000 different elderly and disabled people were serviced by the project. Although this number sounds high, particularly for a parish with only 40,000 people, it must be remembered that there were 24 people working in pairs full-time for a year.

The project was administered by the Executive Director of the CAA. He and the previous director (who wrote the grant application) were not paid for their input on the project since no local contributions were made. The latest CAA Director has recently resigned from his position. The homemakers hired on the project covered the entire parish providing services to keep elderly persons from having to enter nursing homes.

Homemakers would cook, clean, drive and keep their clients company.

II. Project Area

Webster Parish is about 30 miles east of Shreveport and is part of the Shreveport SMSA. The largest town is Minden which has a population of about 16,000. Webster Parish has grown very slowly from a population of 35,704 in 1950, to 39,939 in 1970, and an estimated population of 47,400 in 1974. This is only two-thirds the growth rate of the rest of the state. The unemployment rate in Webster Parish is higher than for the rest of the Shreveport SMSA, but is not extreme.

One of the major employers is a Defense Department ammunition center nearby. After the Viet Nam war, several thousand employees were laid off (1974). However, all the people who worked there have remained in town and have found other jobs. Industry in the Parish is diversified and therefore not dependent on any one plant. Agricultural production is in forestry. There is a paper plant in Spring Hill and a plywood plant in Minden. There are oil and gas fields in the Parish although they are not very large employers. Statistics indicate that about a third of the Parish is non-white, which is consistent with the rest of Northwest Louisiana. 21.2 percent of the citizens are below the poverty level. Fifty-nine percent of these are non-white. There is no full-time Parish government; and although there is a need for a professional Parish administrator, the members of the Police Jury do not wish to relinquish their power to a full time administrator. A recently formed Parish-wide Planning Commission was necessitated by the requirements of HUD 701 grants.

III. Project's Relationship to Area's Needs and Plans

There did not seem to be a particularly acute need for homemaker services for the elderly, however no statistics were available to determine if there were an unusually high number of elderly and disabled people in the Parish. Parish officials suggested that an environmentally oriented grant might have been more appropriate. The person who originally wrote the grant application no longer lives in the area.

IV. Impact Checklist

Demand for project output:
Unable to determine magnitude of need of elderly and disabled people for help in homemaking. The need does not appear to be more severe in this area.

Relationship to area plans:
None.

Use of project output:
Services provided by the project were valuable to its clients.

Influence on particular locational or developmental decision:
None.

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
Substantial for clients.

Short-term employee impact:
Payroll benefits.

Human capital development:
No formal training; "just cooking and cleaning."

Community satisfaction/acceptance:
High among clients; low visibility elsewhere.

Influence on the development process:
None.

Probable long-term economic impact:
None

V. Summary Impact Assessment

No economic impact resulted from this project other than the employment of 24 women who might otherwise have been unemployed. An estimated 1000 visits were made over 15 months to care for elderly and handicapped Webster Parish residents. These visits undoubtedly made life easier, improving the "quality of life" for this segment of the population. How necessary or how helpful this homemaker assistance was, is impossible to assess. There is no indication that the services provided resulted in any elderly persons not having to enter a nursing home to get adequate care.

Project ID#: 06615734391
Project Type: 599, Public and Social Service
Total Funds: $168,832
Title X Funds: $156,172
Total Title X Employees: 39
Sponsoring Agency: CSA

ENERGY, FUEL CONSERVATION, AND SERVICES PROGRAM WASHINGTON AND MORGAN COUNTIES, OHIO

I. Project Description

The Community Action Program Corp of Washington-Morgan Counties (CAP) received $156,172 in Title X funds from the Community Services Administration to expand and accelerate its existing Energy, Fuel Conservation, and Services Program. The CAP was conducting a home winterization program, running a bus system within the two counties, and providing homemakers aides. The Title X proposal requested funds for 22 full-time employees, to be placed in the two counties as follows:

Location	Number	Job Description
Marietta City Schools	1	Crossing Guard
Marietta City Schools	1	Maintenance Mechanic
City of Marietta	2	Landscape Gardeners
City of Belpre	2	Maintenance Mechanics
City of Belpre	1	Secretary
Morgan County Commissioners	1	Ambulance Technician
Morgan County Commissioners	1	Secretary/Receptionist
Morgan County Commissioners	1	Sheriff's Deputy
Washington-Morgan CAP	1	Winterization Coordinator
Washington-Morgan CAP	2	Carpenters
Washington-Morgan CAP	4	Carpenters' Helpers
Washington-Morgan CAP	1	Bus Line Supervisor
Washington-Morgan CAP	2	Homemaker Aides
Washington-Morgan CAP	1	Project Coordinator
Washington-Morgan CAP	1	Secretary/Bookkeeper

The ambulance technician slot was not filled, but was reassigned to the County Commissioners. The average salary (excluding the Project Coordinator and secretary/bookkeeper) was $2.71/hr. plus full fringe benefits (sick, holiday, and vacation pay).

The homemakers aides (one in each county) make daily visits to the elderly, indigent, and ill. To date 312 households have had over 3,900 visits and assistance. The winterization crews have insulated 115 homes (with up to $350 of materials each), and the bus service has provided over 26,400 person trips on the Community Action Bus Lines.

All the persons hired were unemployed or CETA participants, and most were supporting households. Sixty percent of the jobs required unskilled labor, and all employees received job training. Washington-Morgan CAP has maintained working relationships with the Ohio Bureau of Employment Services, local private businesses and industrial employers, city and county governments, and area school systems as a result of the CAP agencies' extensive CETA Manpower Programs and employment referral services. CAP has made the following placements of terminated Title X employees in private sector, full-time, permanent jobs:

Number of Employees	Employer
2	Sperry-Univac
1	Hadley Products
1	Marietta City Schools
1	Morgan County Highway Department
1	Friendship School for Retarded

One Title X employee working with the city of Marietta has been promoted from landscape gardener with the Parks Dept. to Building Maintenance Supervisor, and is studying for his low-pressure boiler operator's license. Upon successful completion he will be hired on a permanent basis by the city. Similar possibilities exist for positions with the city of Belpre and the Marietta city school system.

The Community Action Organization of Washington County, Ohio, was incorporated on March 24, 1965, as a non-profit corporation. In September, 1967, its geographic area was expanded to include Morgan County and a new corporation was formed: The Community Action Program Corporation of Washington-Morgan Counties, Ohio. The bi-county Board of Directors has fifteen (15) members, with one-third (1/3) representing local governing bodies; one-third (1/3) represent public and community organization officials, and one-third (1/3) are elected representatives of low-income areas.

II. Project Area

Washington County is in the southeastern portion of the state of Ohio, adjacent to Athens, Monroe, Morgan, and Noble Counties in Ohio, and to Wood, Tyler, and Pleasant Counties in West Virginia. In July, 1974, Washington County's population was estimated at 59,200, showing an increase of about 2,000 from 1970. Marietta, the largest city and the county seat, had a total population of 16,861 in 1970; Belpre, the only other city in Washington County, had 7,560 residents in the same year. Both Washington County (690 square miles) and Morgan County (421 square miles, population 12,700) are predominantly rural. In Morgan County over 50 percent of the population is over 55 years old. The unemployment rate is probably understated, since there is no unemployment office in the county and transportation services are poor.

UNEMPLOYMENT IN WASHINGTON-MORGAN COUNTIES, 1975

Population	71,900
Labor Force	27,657
Number Unemployed	2,628
Percent Unemployed	9.5
Average Unemployed in Ohio	8.9*

*Information from July, 1975, statistics of the Ohio Bureau of Employment Services and the 1970 Census, 1972 Ohio Population Estimates - Department of Economic and Community Development.

Population	71,900
Low-Income Persons	18,694
Percent of Total Population	26*

*Information from the 1972 Ohio Population Estimates and Ohio University Population Study.

III. Project Relationship to Area Needs and Plans

With the exception of the homemaker aides, each of the projects was operating prior to Title X funding. The Title X funds allowed the CAP to supplement or accelerate their existing programs and to provide needed labor to local municipal and county agencies. Over 4,000 of the 23,883 homes in the two counties are substandard and are in need of repair and winterization services.

The CAP began receiving home repair and winterization funds in December 1974, and has received renewals from CSA since then through CSA Emergency Energy Conservation grants. From its inception the CAP conducted surveys of county residents and held meetings to determine their needs. Low income people, especially senior citizens, listed transportation as a high priority concern. In 1968, with a grant from the Office of Economic Opportunity, CAP purchased a Ford van and started the first rural transportation system in the State of Ohio. The following year CAP purchased a second van and began scheduled route service in the city of Marietta under a franchise agreement. Several years ago, CAP created the Community Action Bus Lines, under the umbrella corporation and, with contractual agreements, began providing bus service to Head Start, Child Development, and the Senior Citizen's Nutritional Program in Marietta. CAP now has a total of seven buses: one operating a route service in Washington County, two in the city of Marietta, two small vans transporting Head Start children, one eighteen (18) passenger bus being used by Child Development, and a forty (40) passenger school bus that CAP uses for charter trips.

The homemakers services were initiated with Title X funds after many service agencies and senior citizens' organizations in the two counties expressed a great need for the service. As a result of this service, the Washington County Department of Welfare has applied for Title XX funds from the State Department of Welfare. If the funds are forthcoming, the CAP will probably contract with the county Department of Welfare to provide expanded homemaker services to the low-income sick and elderly.

IV. Impact Checklist

Demand for project output:

There were real and unfilled community needs for the winterization, homemakers aide, and bus lines programs. In addition the municipal and county governments not only need the labor provided by Title X, but in several cases are planning to permanently retain the Title X employees. All the homemaker services are a direct result of referrals and requests for assistance.

Relationship to area plans:

The CAP appears to be one of the most effective planning and action agencies in the area. Its services are continually being used by other agencies to fulfill their plans.

Use of project output:

Community use has been exceptionally high, and is limited only by the availability of Title X funds. CAP has winterized over 200 homes (115 with Title X funds), continually provides homemaker services to over 300 families, and serves over 26,000 passengers yearly with its 139 miles of bus routes.

Influence on particular locational or development decision:

None

Impact on critical developmental blockage:

None

Leveraging concurrent funds:

The CAP was able to make maximum use of CSA and other funds and obtained $12,660 for supplies and equipment for the Title X program.

Leveraging of additional funds:

None

Quality of life impact:

The CAP programs directly improve the quality of life for county residents, whether through improved homes, reduced energy consumption, homemaker assistance, the ability to travel to stores, doctor's offices, neighbors, or towns (via the bus lines), or the improved services provided by the municipal and county governments using Title X workers.

Short-term employee impact:

Many of the 39 employees received training. At least 8 have (or will obtain) permanent employment. All received decent wages (average $2.71/hour) and excellent fringe benefits (sick, holiday, and vacation).

Human capital development:

There was a definite input by Title X in this regard. In addition to the wages, training and job placement efforts, the CAP treated each Title X employee as an equal of all the CAP employees, and instilled pride and a sense of accomplishment in all the Title X workers.

Influence on the development process:

The Title X programs are motivating other agencies to provide expanded services that supplement the CAP work.

Probable long-term economic impacts:

Winterization of 115 homes will reduce fuel bills considerably ($100 per home per year). The bus lines provide consumers with increased access to purchase goods and services. In addition, the bus lines reduce fuel consumption of individual automobile trips.

V. Summary Impact Assessment

The Title X funds allowed the CAP to make maximum use of their on-going programs and to offer new services. The Title X funds have funded the following activities:

A. Operation of a rural bus route in Washington County with 2,400 passengers in twelve months. Operation of a fixed route bus system in the city of Marietta with 24,000 fares in twelve months. Total: 26,400 people transported.

B. Operation of a Home Winterization Program in Washington and Morgan Counties. Approximately 115 homes winterized with Title X enrollees plus an Energy Coordinator.

C. Homemaker Aides - total contacts: 3,882.

The impact of Title X will be much greater than the wages paid, or the federal dollars coming into the two-county area. The dollar savings for the 115 low-income families who have had their homes winterized by the six Title X employees working on winterization crews could easily amount to over $115,000 over the next ten years.

Two Title X employees enabled the CAP to continue operation of bus service for Washington County and the city of Marietta, without cash subsidies from either the city or county. Homemaker service provided to 312 low-income families by two Title X employees would not have been possible if it were not for this program. In addition, 8 Title X workers will gain permanent employment through the program.

Project ID#: 04615722391
Project Type: 598, Training
Total Funds: $937,912
Title X Funds: $937,912
Total Title X Employees: 410
Sponsoring Agency: CSA

JOB OPPORTUNITY PROGRAM
WINONA, MISSISSIPPI

I. Project Description and Outputs

This job opportunities project sponsored by the Central Mississippi Policy Advisory Committee employed 410 people in three different job categories: home/health aides, carpenter trainees, and public work persons. The Community Service Administration (CSA) with regional headquarters in Atlanta initiated the Title X application, and after project funding ($937,912), provided office and staffing in a CSA building in Winona. A full-time staff of twenty administered this five county area project.

The objectives of the project were to hire unemployed county residents (1) to winterize houses, (2) to perform general health and homemaker duties for elderly, handicapped residents, and (3) to perform public works short-term jobs for county elected officials. Applicants for project positions were solicited through the Central Mississippi Policy Advisory Committee (governing body for CSA) located in each of the five counties. The allocation of labor among these three types of positions was 45 carpenter trainees to winterize houses, 66 health/homemaker aides, 143 public works persons. The project began activities in February 1976 and concluded in March 1977. Although formal job training, or skill upgrading was not part of the program, there were three two-day orientation and assessment programs held in each of the five counties in February, June, and October 1976. These sessions provided information to new project employees about fringe benefits, work schedules, and guidelines for job conduct.

II. Project Area

The five counties served by this job opportunity project can be characterized as a rural, underdeveloped section of Mississippi, located in the north central part of the state. The counties exist as a planning and administrative convenience rather than as an identifiable geographic region within the state. Memphis to the north and Jackson to the south have attracted county residents seeking jobs; outmigration occurred during the 1960-70 period as agricultural employment declined due to mechanization of farms. The combined population for Altala, Montgomery, Grenada, Holmes and Carroll was approximately 85,000 in 1975. Employment is nearly equally divided between agriculture and industry. The unemployment rate for the five counties in January, 1976 was 10.3%. As in other rural areas with a large segment of the population self-employed, it is likely that unemployment is much higher since many residents do not register with the Employment Service as actively seeking jobs. The labor force is largely unskilled and low paid; labor unions are the exception rather than the rule.

III. Project Relationship to Area Needs and Plans

No formal economic development plan has been formulated for these five counties. The North Central Planning and Development District has developed a useful statistical profile of the area, however no recommendations or prioritization of social/economic needs have been delineated. The work performed (house winterization and homemaker services) was needed by the recipients. Demand for these two programs, particularly house winterization, outstripped the resources of the project. A list of houses needing winterization awaits a further round of funding. The needs of the elderly and handicapped population for homemaker services is not generally known, except through an informal word of mouth communication network. Health Department representatives, doctors and nurses enthusiastically endorse the homemaker aide program as an important mechanism for reaching an underserved population segment.

IV. Impact Checklist

Demand for project output:
Varied greatly. Strongest demand was for house winterization; homemaker services were needed by the elderly and handicapped.

Relationship to area plans:
Weak, indirect at best.

Use of project output:
Home winterization reduced energy consumption.

Influence on particular locational or development decision:
None.

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
None.

Leveraging of additional funds:
None.

Quality of life impact:
Substantial for the elderly and handicapped; also homeowners receiving winterization work.

Short-term employee impact:
Payroll benefits for 410 employees, approximately 100 project terminees placed in the jobs.

Human capital development:
Carpentry skills for home winterization employees; health and nutrition seminars for homemaker aides.

Community satisfaction/acceptance:
Positive. Newspaper articles created general community awareness. Numerous letters received indicated appreciation and satisfaction.

Influence on the development process
None.

Probable long-term impact:
Aside from reducing energy consumption in winterized houses, no identifiable impacts.

V. Summary Impact Assessment

This project pumped $937,912 into five Mississippi counties through wages paid to employees. The impact from the project is basically a one-time, short-term economic benefit to the employees and their families. Services to the elderly and handicapped were temporarily improved through the homemaker aide program, but will now drop to pre-program levels because no replacement funds are available to continue the program.

The most significant impacts from the project are associated with the home winterization work. Better insulation, adding storm doors and windows have helped reduce energy consumption for those individual residences, directly benefiting those families by reducing heating costs, and indirectly benefiting the nation by lowering consumption levels.

Project ID#: 04615724891
Project Type: 598, Training
Total Funds: $215,688
Title X Funds: $113,315
Total Title X Employees: 113
Sponsoring Agency: CSA

JOB RE-ENTRY
VALDOSTA, GEORGIA

I. Project Description

The Title X project, conceived and administered by the Coastal Plain Area Economic Opportunity Authority (CPAEOA) in Valdosta, Georgia, initiated an ambitious job re-entry program for placing unemployed persons directly in positions in private industry. Unlike many public work projects, the Title X employee did not work for a city, state or Federal agency; instead he/she went to work for a private company and immediately became accountable, not to the Title X project director, but to the private employer.

Potential employers in the ten county area were contacted by a representative from the CPAEOA about the possibility of hiring a new employee whose wages would be apportioned between the Title X Project (62%) and by the private employer (38%), with the stipulation that the employer could not fire an existing employee to make room for the new employee. In other words, the job had to be a new, incremental position with the firm. The State Employment Service supplied names and applications to the project officer from among those individuals who had been unemployed for 15 weeks, had exhausted their unemployment benefits, and were residents of the ten

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county area. After reviewing the applications, a representative from CPAEOA met with an individual whose background and place of residency would best match the needs of the prospective employer about the position, explain the terms of employment, and take care of the administrative paper work. The new employee immediately went to work for the new employer. The prospective employer then assumed the responsibility of any additional training, but this generally fell into the category of OJT.

The incentive to the employer for hiring was primarily an economic one since the wages of the new employee were discounted. Instead of paying the minimum wage of $2.20 per hour, the employer paid $.84 per hour with the Project Agency paying the balance, $1.36. This subsidization continued for up to nine months, depending on the terms of the original agreement, the productivity of the employee and the economic health of the employer. "Red tape" and paper work was minimal for both employee and employer. The employer submitted a time sheet every two weeks to the Project Director requesting payment for the 62% share of the project employee's pay.

The project began in January 1976 and terminated in February 1977 after having spent the $113,315 Title X funds, $25,000 CETA funds, and $77,373 from private employers. The success and acceptance of the project among employers is indicated by the fact that employers were originally estimated to contribute only $42, 380, yet have nearly doubled the amount of their contribution. The objective of the project was to have 50% permanent placement of project employees. This figure will be met or exceeded. Figures compiled at the end of Decmeber 1976 showed the following totals:

Total Employees to date: 113

Present Number of Employees: 40

Total Number of Employees permanently placed: 31

Estimated number of additional project employees: 20.

Approximately 40% of the employees were women, with an esimated racial mix of 60% black, 40% white.

The kinds of positions created were basically unskilled, often sales, general laborer, or assembly work. For example, a small grocery store chain with four outlets hired 5 project employees to stock shelves, clean the premises, and cashier. A clothing store hired a woman for floor sales, and to act as store manager when the owner went to Atlanta on buying trips. A construction company hired 3 men as general laborers to landscape houses in a subdivision it was building.

II. Project Area

The ten counties* in the project area are known as the Coastal Plain Area, they comprise the southern-central section of Georgia bordering on the Florida state line. In previous years before the consolidation of farms and introduction of mechanization began to squeeze out the small farmer, this area was primarily an agricultural region. In the last twenty years textiles, pulpwood, and lumbering have expanded their employment bases to take up the employment slack. The Coastal Plain Area Economic

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*Turner, Ben Hill, Tift, Berrien, Cook, Lamier, Brooks, Lowndes, Quinn and Echols Counties.

Opportunity Authority was created in 1970 to provide comprehensive planning and economic revitalization for these counties. Lowndes County has the largest city, Valdosta (50,000 estimated population) and acts as the leader in sponsoring programs for the area. Despite the of health, housing and economic plans for the 10 county area sponsored by CPAEOA, there is an information and communication gap among many of these counties when it comes to working together to collectively advocate multicounty programs.

The project area exists more as an organizational and planning convenience than as a strong regional unit. Each county maintains its own county seat and the responsiblity for funding and administering human services to the county residents. Conversations with county officials in four of the ten participating counties revealed a high degree of uncertainty and skepticism about "what those planners in CPA were up to." This distrust may be attributed to the fact that each county still feels a strong sense of autonomy from CPAEOA, and an inherent sense of competition for federal and state assistance programs between the other participating counties.

Despite a lack of baseline longitudinal data several observations can be made about the Coastal Plain Area based on conversations with project representatives, and partially substantiated by statistics. The unemployment figures, officially listed at 4.6%, are treated with skepticism locally. Widespread, habitual unemployment has eliminated many individuals from being included in State Employment Service tabulations since they no longer register as looking for work. Subsistence living has become a way of life. Families piece together a poverty level existence by growing some vegetables, raising some animals for meat, and doing seasonal work, like cutting pulpwood, to bring in a few dollars. This picture of poverty level living is substantiated by the $1,821 annual percapita figure for the combined ten counties.

Industrial development for these counties is still in its infancy; few industrial sites, with basic sewer, energy and transportation services exist, except in Valdosta. Interstate 75 ties the area to Atlanta to the north, but provides little else except a convenient and speedy way for motorists to bypass this section of rural, undeveloped Georgia.

III. Project Relationship to Area Needs

The 4.6% unemployment rate for November 1976 would suggest people in the Coastal Plain Area enjoy prosperity in the form of a strong employment base with jobs for almost everyone. Visual inspection of the area and casual conversation with residents reenforce the views of CAPEOA officials that this is not the case. Few people are going hungry, but good jobs that offer opportunity for promotions, fringe benefits, and more than minimum wage are not available for most county residents. Consequently a large portion of the 156,000 project population is "just getting by."

This project, to create jobs in the private sector, directly addressed this need for more jobs. The informal need, and the more explicit comprehensive economic development plan targets the need to expand employeemnt. Given the financial resources originally available ($170,000) to create an employment program, there appears to be an excellent match between the area needs and the project activities.

IV. Impact Checklist

Demand for project output:
Additional employment is a serious need.

Relationship to area plans:
The project directly addressed one of the economic development plan priorities--expand existing businesses.

Use of project output:
The output was an integrated part of the output of each industry.

Influence on particular locational or developmental decision:
None.

Impact on critical development bloackage:
None.

Leveraging of concurrent funds:
Private sector firms contributed estimated $77,000 towards project employee salaries, $25,000 from Federal funds.

Leveraging of additional funds:
None.

Quality of life impact:
No impact beyond increased income to workers.

Short-term employee impact:
45-50 new positions were created in private industry for project employees.

Human capital development:
No formal skill training took place except OJT at each company.

Community satisfaction/acceptance:
This was positive, as evidenced by several newspaper stories.

Influence on the development process:

None.

Probable long-term impact:

The project rescued 4 small retail businesses from bankruptcy by providing labor at a price these businesses could afford.

V. Summary Impact Assessment

Expansion of the labor force by approximately 50 jobs served as an economic stimulus to existing businesses. These jobs were "created" in the sense that the project officials were able to convince owners of companies in the private sector to take on new employees by demonstrating that these new positions were economically feasible ($.85 per hour cost to employer during initial employment period). While there is no way to determine whether these were all new jobs, or whether some of these same businesses were considering new hires even without the Title X project, employers reported that the contribution by the Title X funds to the new employee's salary made the positions affordable.

A particularly attractive impact of this project was the fact that employees went to work directly for a private sector firm and felt a sense of security and "future" that employees in public work projects often do not feel. In addition, in rural southern communities there is often a stigma attached to the value of the worked performed by a public works employee--almost a feeling that the employee is getting a handout and isn't earning the money. The creative approach taken in assisting unemployed individuals to re-enter the job market earned the program high marks from the individual employees and employers.

Project ID#: 01615708391
Project Type: 598, Training
Total Funds: $199,404
Title X Funds: $199,404
Total Title X Employees: 113
Sponsoring Agency: CSA

JOB TRAINING
KENT-QUEEN ANNE'S-TALBOT COUNTIES, MARYLAND

I. Project Description and Outputs

The Kent-Queen Anne's-Talbot Area Council Inc. is a Community Action Agency which received $199,404 of Title X funds to provide on the job training and work experience for 39 individuals. To date, 113 people have been employed by the project and have met the project's three goals:

1. to provide immediate employment for the unemployed;
2. to provide training and upgrading of work skills;
3. to accelerate existing Area Council projects.

The job categories which workers were to be trained in were changed in February 1976 because the original categories had been male oriented. Subsequently, the Council accepted all eligible workers on a first come, first served basis and used them where possible within the Council. The latest records available are from July, 1976 when the job training assignments were as follows:

Job Category	Proposed	Actual
Carpenters	22	21
Mechanics	6	23
Outreach Workers	10	8
Bookkeepers	1	2
Maintenance Workers	0	1

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Job Category	Proposed	Actual
Supply Officers	0	1
Supply Drivers	0	1
Secretaries	0	1
Body & Fender Worker	0	1
	39	64

100% of the project funds have been spent for workers' salaries and all trainees were paid the minimum wage. Training has been provided by personnel already employed by the Council.

As of October, 1976 the Council had utilized the trainees in accomplishing the following activities:

- 76 homes winterized (8 trainees)
- 531 families counseled in energy conservation (3 trainees)
- 65 homes rehabilitated (8 carpentry trainees)
- 89 families assisted in obtaining Food Stamps (3 trainees)
- Farm implements and junked trucks repaired (23 trainees)
- Constructed storage sheds and out-buildings (5 trainees in housing construction)
- Bookkeeping for Title X (2 trainees)

Eleven trainees have found permanent jobs.

II. Project Area

The Kent-Queen Anne's-Talbot tri-county area is located in the upper half of the eastern shore of Maryland. The counties cover 936 square miles and are bounded on the west by the Chesapeake Bay and on the east by Delaware. In 1975, the area's population was 61,900, with Talbot County having the largest population of 25,500. Per capita income in the area is one half that of the rest of Maryland. 13.6% of the area's residents were classified as poor in 1975.

The total labor force in the area numbered 29,575 in 1975, with 7,650 workers in Kent, 8,405 in Queen-Anne's and 13,520 in Talbot county. Unemployment figures in April, 1975 were 16.2% in Kent, 9.2% in Queen-Anne's, and 5.6% in Talbot county. In the past, the area has been dependent on agriculture and the seafood industry. However, mechanization has greatly reduced the jobs available in these two industries.

III. Project Relationship to Area Needs and Plans

The project fulfilled area needs in two basic ways. First, it provided job training and work experience to young, unemployed individuals in an area that has a high unemployment rate, particularly for young adults. Secondly, the trainees provided needed services to the area. The original goals of the Agency projects were to:

- Winterize 100 homes (10 trainees)
- Counsel families on energy conservation (6 trainees)
- Rehabilitate 100 homes (8 trainees)
- Counsel families on food stamp participation (6 trainees)
- Train 10 farm machinery mechanics
- Train 9 carpenters in house building
- Train a bookkkeeper

As presented in Section I, the project achieved a high percentage of these goals.

IV. Impact Checklist

Demand for project output:
Both the job training and services provided to the area responded to existing area needs.

Relationship to area plans:
Project reduced unemployment and helped area by providing labor for Community Action Programs.

Use of project output:
The job training provided useful skills to the trainees. Perhaps more important to the area has been the input to the winterization, Food Stamp, and energy conservation counseling projects.

Influence on particular locational or development decision:
None

Impact on critical development blockage:
None

Leveraging of concurrent funds:
None

Leveraging of additional funds:
None, however the CPA projects were more effective due to the trainees' labor.

Quality of life impact:
The recipients of the CAP projects (winterization, Food Stamps, energy conservation, housing rehabilitation) have significantly better environments.

Short-term employee impact:
Job training and work experience for trainees. Eleven left for other permanent jobs.

Human capital development:
Skill acquisition and work experience for trainees. Since trainees are young, the potential pay off in terms of future years of employment is very high. Important values and habits were developed as well as job-specific skills.

Community satisfaction/acceptance:
Due to dramatic change in Council leadership, community satisfaction is hard to ascertain at this time.

Influence on the development process:

None

Probable long-term economic impact:

Uncertain.

V. Summary Impact Assessment

The Job Training project succeeded in employing 113 workers who were provided with both skill and attitudinal training which should help them in finding future employment. Eleven trainees have found permanent jobs thus far. A key element in examining the success of this project is the number of people who have gained employment as a result of their Title X project experience. However, the project has had some difficulty with keeping records of their achievements and did not have this information available at the time of this report. Needed services have been provided to the community, so the impact of the project is positive. A further assessment of the project will have to come when project records are brought up to date.

Project ID#: 01615658674
Project Type: 999, Other
Total Funds: $233,460
Title X Funds: $175,095
Total Title X Employees: 40
Sponsoring Agency: ARBA

HISTORICAL NAVAL SHIPS RESTORATION
FALL RIVER, MASSACHUSETTS

I. Project Description and Outputs

This project utilized $175,095 of Title X funds to refurbish and repaint three vessels in Battleship Cove. The U.S.S. Massachusetts Memorial Committee is a non-profit organization that operates Battleship Cove, a waterfront facility that houses a battleship (the U.S.S. Massachusetts), a P.T. boat, and a submarine. The Committee applied to the American Revolution Bicentennial Administration for Title X funds since it needed to undertake a number of maintenance and capital improvement tasks that its operating budget could not support. Although the Committee receives some small grants, the majority of its operating revenues of approximately one-half million dollars comes from admission ticket sales and retail trade in the ship's store. These revenues cover general maintenance and operating costs. However, when major work has to be done, such as repainting the ships (which must be done every few years to keep them afloat), it has been necessary to take out bank loans. Much of the work that was accomplished under the Title X grant might not have been done; however, some would have been done with bank loans.

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The major accomplishments of the Title X project were: sandblasting the hull of the P.T. boat and repainting it, exterior painting of the battleship and submarine, refurbishing about 10 percent of the battleship's teak deck, and interior battleship work which included conversion of four berthing areas for overnight scout visits, creation of a museum on the second deck of the battleship, and painting of the entire second deck.

Regular Committee staff operated the project. They recruited employees from the local Department of Employment Security. Requests were submitted to the employment office for employees skilled in general carpentry, sandblasting, or painting. Although some of these Fall River employees had been making as much as $12 per hour on previous heavy construction jobs, they were willing to work for the $3.00-$3.50 per hour that the Title X job paid, since they had been unemployed for a long time. (There are few construction jobs in the Fall River area.)

II. Project Area

Fall River is located approximately 20 miles west of Providence and about 50 miles south of Boston. Its proximity to the Taunton and other smaller rivers enabled it to become the most concentrated area of textile manufacturing in the world in the 1920's. However, changing technology, labor-management problems, and the depression caused serious problems in the textile industry in Fall River by the early 30's. Since the city was so dependent on textiles, its overall economy began declining and has never fully recovered.

Fall River's 1970 population was 96,391, a decline of 3 percent since 1960. However, during the same period, the Fall River SMSA increased by 8.4 percent. During the period 1950-1975, most suburban towns in the Fall River area more than doubled in population, while the city itself declined by 16.1 percent.

Fall River has a large elderly population, primarily due to outmigration of younger persons who must leave to find jobs. Almost 30 percent of the total population is Portuguese, either recent immigrants or first generation Americans.

The major developments in the last ten years have been a decrease in employment in the manufacturing sector, particularly in apparel, and an increase in nonmanufacturing employment. This trend is consistent with trends throughout the New England area.

Although the Fall River Labor Market Area's unemployment rate has paralleled that of the state for the past five years, one should view this similarity with the following caveat. Fall River employment is not steady. Much of the employment in the textile and apparel industries is organized on a piece work basis with small contractors. Employees work only when a contractor needs them--many fail to work a full 40-hour week or 52 weeks a year. Median income in Fall River was $8,289 in 1970 compared to $10,835 statewide.

III. Project Relationship to Area Needs and Plans

Battleship Cove has become important to the area's economic growth. It has attracted more than one million visitors since it opened in the middle 60's, and each year the number of tourists visiting this facility increases. Battleship Cove has generated business for local service industries, such as restaurants, gas stations, and motels. Additionally, a new restaurant was built adjacent to Battleship Cove to take advantage of this activity. Because of Battleship Cove, this waterfront area has taken on new importance for future development.

The Title X project provided funds for capital improvements and maintenance of the facility which the city would not have provided because Battleship Cove is a private enterprise. Therefore, the project helped guarantee the longevity of the facility which is vital to Fall River's development plans to build up the Battleship Cove area waterfront.

Fall River's basic goals for economic development are to: provide more jobs, particularly those with wage scales more comparable to those in the rest of the state; attract a broader tax base to provide some property tax relief for homeowners, and provide opportunities for upward mobility in order to keep better educated and trained employees in the Fall River area. Current plans to achieve these goals include: construction of a downtown parking garage to help stimulate business and commercial development, waterfront development near Battleship Cove for both tourism and commercial purposes, and upgrading of the sewer system and waste water treatment facility. The latter improvements are required by EPA to allow existing firms to remain in operation.

Recent developments in Fall River include a new industrial park (now occupied by warehouses) and a new City Hall. These two developments, however, will not necessarily help Fall River get closer to its goals for economic development, since the industrial park tenants are not labor-intensive firms and the new City Hall's short-term effect was to raise local property taxes. Local officials feel that the major blocks to future development include local environmental opposition to offshore oil exploration, waste water facilities mandated by EPA which will increase user costs, the state's tax structure, and high property taxes.

IV. Impact Checklist

Demand for project output:
Demand is high. Continual maintenance of ships is essential to ensure viable tourist attraction.

Relationship to area plans:
Indirect. Fall River's OEDP calls for development of the waterfront area adjacent to Battleship Cove.

Use of project output:
Tourists are the principal users of the museum and a berthing area for overnight scout visits.

Influence on particular locational or development decision:
Indirect. The success of Battleship Cove had a direct influence on the city by attracting a new restaurant and inspiring future development of the waterfront area (pre-Title X project).

Impact on critical development blockage:
None.

Leveraging of concurrent funds:
Private contributions amounted to $58,365.

Leveraging of additional funds:
None.

Quality of life impact:
Minimal.

Short-term employee impacts:
One employee was hired by the Committee.

Human capital development:
Additional skills developed--sandblasting, renovation of ship exteriors.

Community satisfaction/acceptance:
Low level of community awareness of project and funding source.

Influence on development process:
None.

Probable long-term economic impact:
Some long-term impact from tourists visiting the improved facilities.

V. Summary Impact Assessment

The Title X grant allowed the Committee not only to make needed improvements on three vessels but gave them experience in applying for and complying with grants. Since the Battleship Cove facility is important in the local economy, the Title X project will have a positive effect on the local economy by improving the facility.

Battleship Cove represents the only tourist facility in Fall River The Committee and city have managed to make it a popular stop for many vacationers who travel through New England looking at historic sites.

While the staff that ran this project are paid for their work, they have a strong commitment to this enterprise that stems from civic pride, a belief in the importance of historic preservation, and a fascination with Navy ships. (Many are former Navy men.) They feel strongly about keeping these ships in good order, and so maintenance work is important. In fact, the majority of

Title X funds were spent on maintenance. Although the Committee would have done some of the maintenance work without Title X assistance anyway, Title X allowed more work to be done in a shorter period of time, thereby enhancing the attractiveness of this tourist stop.